

## APPENDIX B BOARD OF SUPERVISORS AND TOWN ITEMS

*All items and discussions regarding this plan that went to the Board of Supervisors, Town Councils and Public Hearing, have been placed in this appendix as part of the public record. Documents are in sequential order and copied double sided. All items begin on the right side page and some facing pages will be blank intentionally.*

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**APPENDIX B**  
**BOARD OF SUPERVISORS AND TOWN ITEMS**

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**Board of Supervisors  
Land Use Committee  
Information Item**

**Subject: Loudoun County Solid Waste Management Planning District  
Process to Revise the Solid Waste Management Plan**

**Election District: Countywide**

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**Background:**

Title 10.1-1411 of the Code of Virginia gives local governments the responsibility and authority for local solid waste management planning. The Virginia Solid Waste Management Planning Regulations (9VAC 20-130-1) were amended effective August 1, 2001, to revise requirements for such plans and establish July 1, 2004, as the compliance date for adoption and submission of updated solid waste management plans (SWMPs). Loudoun's current plan was adopted on December 20, 1995, and was the product of a Solid Waste Planning Citizens Committee that met in 1994 through 1995. The Committee conducted extensive review of solid waste issues in the County and made substantial modifications to the 1992 plan. Since 1995, Loudoun's solid waste management needs and systems have shifted due to population growth and the nature of the solid waste industry.

The regulations require localities to develop and implement SWMPs that address all aspects of solid waste management and consider the handling of all types of non-hazardous solid waste generated within the locality. Plans must demonstrate how a 25% recycling rate will be achieved and maintained, and must include an implementation schedule that addresses needs for a 20 year time frame. The SWMP is an element of the County Comprehensive Plan and serves as the service plan for delivering solid waste management services to a rapidly growing community. In addition to planning for reduction, reuse, recycling, and disposal of traditional municipal solid waste materials, there are emergent waste issues associated with a rapidly growing technological society. For example, electronics wastes require special handling and readily available solutions may not be available.

The Code and regulations require that plans must be developed and adopted through a public process that includes public meetings or citizens committee, and a Board of Supervisors Public Hearing. Localities may form solid waste management planning districts, and Loudoun's current district includes the Towns of Lovettsville, Hillsboro, Middleburg, Round Hill, Purcellville, Hamilton, and the County. This item brings the plan requirement to the Board's attention, and requests guidance for developing a process and schedule.

## **PLANNING PROCESS ISSUES:**

### Placing the SWMP Process on the Board's Priority Projects List

While the Board focuses on multiple large projects during the remainder of its current term, the July 1, 2004 due date for final submission of SWMPs is six months into the term of the next Board. A new Board would experience great difficulty in assuming this task during its first six months in office. Staff therefore recommends that the Board commit to the development and approval of the SWMP in cooperation with participating towns in the LCSWMPD for submission to DEQ by December 31, 2003. The process and time required for approval by the individual Towns is not clear at this time. DEQ staff are currently reviewing this issue including the possible need for a separate public process in each of the towns.

### Public Process

The SWMP review process requires public participation through both a Board public hearing and an additional public input process. The public input process requirement can be met by one or any combination of several options:

- ◆ public meetings conducted by a Board Committee;
- ◆ public meetings conducted by a Committee of the Whole; and, or,
- ◆ public meetings conducted by a Citizen Advisory Group.

Previous Boards have used all of these processes at one time or another. The current Board has used the focus group process extensively with the development of the Comprehensive Plan. The issues in the development and modification of the plan are largely public policy and are ultimately Board decisions. Staff requests guidance on which direction the Board wishes to take in designing and implementing a public process.

### Schedule

Staff anticipates that information briefings and discussion of technical plan content will begin immediately after the Board's summer break. Staff will be gathering information on waste generation and recycling activities over the summer and will draft portions of the plan addressing waste generation, population and waste projections, waste disposal capacity options, and service gaps. It is expected that 1-2 dedicated meetings per month will be required from September-December 2002 to review the plan material, to discuss various technical components of the plan, and to develop tentative policy direction. Staff could then draft a review document in January for a Board public hearing in March 2003. Following the public hearing and resolution of issues raised, the plan would go to the participating Towns for adoption prior to July 1, 2003. The goal would be to have all Towns adopt the plan in time for the Board to give final approval before the summer recess in 2003. The target dates are based on a process conducted at the Board/Board

Committee level. If the Board elects to use an outside group such as a citizen's committee, the time line is likely to be extended significantly.

### Significance of the SWMP on Permitting of Facilities in the County

Perhaps one of the most significant issues to emerge with the new regulations is the impact of the planning process and the resultant document on the permitting of solid waste management facilities in the County. The planning horizon is 20 years. Localities are to address the anticipated types and amount of waste generation in that period and the proposed facilities that will handle that anticipated waste; identify the capacity of those facilities; and develop an implementation schedule that ensures that the facilities are in place when needed. Any changes to the plan with regard to unanticipated increases in capacity, or the addition of a new (unanticipated) facility will require the locality to engage in a major plan amendment process. The major plan amendment process requires a public participation element and approval of the plan amendment by DEQ prior to permitting a new facility or the expanded capacity of an existing facility.

### **SWMP CONTENT ISSUES:**

Staff has identified a number of content issues that will surface in the review and development of the plan. Attachment 1 lists those issues identified to date and provides a short discussion of each.

### **FISCAL IMPACT:**

The fiscal impact of this project has been anticipated. Conduct of this work is included in the OSWM work plan for FY02-03. The OSWM operating budget has \$27,400 earmarked for FY2003 for temporary employees and or consultant assistance as needed and for printing/publication. It would be difficult for staff to estimate accurately the actual costs for support to this project until the Board outlines a process to follow. As a general rule, the larger the work group and the greater the separation from the decision-makers, the more effort, thus the greater cost of the project.

Attachments: Attachment 1. Content Issues for the Loudoun SWMP Review  
Staff Contact: Richard S. Weber, Director, OSWM

**LAND USE COMMITTEE ITEM #2, ATTACHMENT 1.  
SOLID WASTE MANAGEMENT PLAN (SWMP) CONTENT ISSUES**

The following is a brief discussion of content issues that have been identified for discussion in the SWMP review process.

Sustaining a 25% Recycling Rate

The statutes and the regulations require the locality to demonstrate how a 25% (or higher if desired by the Board) recycling rate will be achieved and maintained. The County has submitted the 2001 recycling report to the Department of Environmental Quality which reports a 28% recycling rate for the County. Less than half (13%) of the recycling rate is attributable to municipal solid waste. The remaining recycled material is yard waste, arboreal debris, and construction waste. There have been discussions at the Federal level and in the Virginia legislature regarding raising the mandatory 25% rate, but no action has been taken at this time.

Clarifying the Method of Calculating the 25% Recycling Rate

The Board has indicated that it wishes to accomplish the required recycling rate based on municipal solid waste generated. The regulations allow the County to include certain amounts of vegetative waste that are recycled, and construction waste that is recycled. Excluding these wastes from the calculation will lower the rate achieved. Including these wastes makes the rate artificially high. Staff requests clarification and reaffirmation that the Board does not want to include vegetative waste (including yard waste and arboreal waste) recycled in assessing this requirement. Staff also requests clarification on including construction demolition and debris waste tonnage in this calculation. Since staff cannot verify how much CDD is generated in the County, it is difficult to know how much is recycled.

Long-Term Countywide Recycling

If recycling commodities markets continue to remain depressed, and the recycling mandates remain in effect, the Board may eventually have to consider a countywide approach to curbside recycling in order to sustain the current requirement of 25%. The Environmental Protection Agency has already set a new target of 35% recycling and efforts were initiated in this past two legislative sessions to increase the State rate. While this effort has been tabled for now, it is likely to re-appear in the near future. While the cost of a Countywide recycling program would be substantial, the benefits would include a standardized program for the whole County making education and outreach more cost effective and more cost efficient.

### Consideration of all Non-Hazardous Waste Generated

The regulations require localities to consider the generation of all non-hazardous waste and how it will be managed in the locality. The regulations do not require the locality to actually perform the handling, but there has to be a mechanism to manage this waste. This issue is of particular importance to a growing jurisdiction like Loudoun. Each day presents new challenges in identifying acceptable vendors of waste management services for County residents and businesses. Special wastes such as sludge, tires, batteries, waste oil, waste antifreeze, asbestos, and fuel contaminated soils are common special wastes about which staff receive inquiries. Regulated medical waste is also an issue that has received significant attention in the last several years.

### Trash Collection Service Gaps

Trash collection in the rural, less densely populated areas is largely conducted by small haulers that operate one or two small (often pickup trucks) trucks. These haulers are, for the most part, an aging work force. Staff is concerned that service gaps will develop as these operators cease doing business in the near future. These routes are not currently profitable for the larger haulers.

### Waste Dirt and Rubble

As a result of the intense level of construction activity in the County, the generation of waste dirt, rock, concrete, and pavement is increasing rapidly. The SWMP should address the generation of this material and the County's desired means of managing these materials.

### Emergent Waste Handling for High-Tech Community

An affluent society generates considerable amounts of consumer wastes, many of which may release potentially hazardous wastes. Obsolete computers, televisions, cell phones, and other electrical devices, mercury switches, Ni-Cad batteries, and fluorescent bulbs are all examples of materials that have special waste handling requirements and that will pose challenges in the future.

Date of Meeting: July 1, 2002

#7A\_

**BOARD OF SUPERVISORS  
ACTION ITEM**

**SUBJECT: Land Use Committee Report: Process to Revise the Solid Waste Management Plan for the Loudoun County Solid Waste Management Planning District (LCSWMPD)**

**ELECTION DISTRICT: County Wide**

**CRITICAL ACTION DATE: At the pleasure of the Board**

**RECOMMENDATIONS:**

**Staff:** Staff recommends that the Board commit to the development and approval of the SWMP in cooperation with participating towns in the LCSWMPD for submission to DEQ by December 31, 2003.

**Committee:** The Land Use Committee recommends that the Board affirm its intent to complete the review and revision of the Solid Waste Management Plan during the remainder of its term; that the timeline follow the staff suggestion to the extent possible; and that the process of review should be conducted by an ad hoc Committee of the Board, the composition of which is to be recommended by Chairman York to the full Board. (3-0)

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**COMMITTEE DISCUSSION:**

The Land Use Committee discussed this item at their regular business meeting on June 10, 2002. While the Committee expressed concern regarding the Board's schedule for the remainder of the term, they determined that the sitting Board was in a better position to address the required review and revision of the Solid Waste Management Plan than the next Board would be, given a deadline by State statute of July 1, 2004. The Committee felt that all of the current standing committees had insufficient room on their upcoming calendars and that a Committee of the Whole was less desirable than an ad hoc committee. The Committee discussed the tentative work schedule suggested by staff and recommended that the ad hoc committee follow that schedule to the extent possible. The schedule anticipates that the first meeting of the ad hoc committee will occur in September following the Board's summer recess.



**SCHEDULE:**

Staff anticipates that information briefings and discussion of technical plan content will begin immediately after the Board's summer break. Staff will be gathering information on waste generation and recycling activities over the summer and will draft portions of the plan addressing waste generation, population and waste projections, waste disposal capacity options, and service gaps. It is expected that 1-2 dedicated meetings per month will be required from September-December 2002 to review the plan material, to discuss various technical components of the plan, and to develop tentative policy direction. Staff could then draft a review document in January for a Board public hearing in March 2003. Following the public hearing and resolution of issues raised, the plan would go to the participating Towns for adoption prior to July 1, 2003. The goal would be to have all Towns adopt the plan in time for the Board to give final approval before the summer recess in 2003. The target dates are based on a process conducted at the Board/Board Committee level. If the Board elects to use an outside group such as a citizen's committee, the time line is likely to be extended significantly.

**FISCAL IMPACT:**

The fiscal impact of this project has been anticipated. Conduct of this work is included in the OSWM work plan for FY02-03. The OSWM operating budget has \$27,400 earmarked for FY2003 for temporary employees and or consultant assistance as needed and for printing/publication. It would be difficult for staff to estimate accurately the actual costs for support to this project until the Board outlines a process to follow. As a general rule, the larger the work group and the greater the separation from the decision-makers, the more effort, thus the greater cost of the project.

**DRAFT MOTION (S):**

I move approval of the Land Use Committee recommendation that the Board commit to completion of the review and revision of the Solid Waste Management Plan in the current term. I further move that an ad hoc committee of the Board, the composition of which to be recommended by Chairman York, be appointed to conduct the process to review and revise the Solid Waste Management Plan for the Loudoun County Solid Waste Management Planning District; and that the Committee report back to the full Board with recommended changes by January 2003.

**STAFF CONTACT(S):** Richard S. Weber, Director, OSWM

0206-080



## Loudoun County, Virginia

[www.co.loudoun.va.us](http://www.co.loudoun.va.us)

### County Administration

1 Harrison Street, S.E., 5th Floor, P.O. Box 7000, Leesburg, VA 20177-7000  
Telephone (703) 777-0200 • Fax (703) 777-0325

At a meeting of the Board of Supervisors of Loudoun County, Virginia, held in the County Administration Building, Board of Supervisors' Meeting Room, 1 Harrison St., S.E., Leesburg, Virginia, on Monday, July 1, 2002 at 9:00 a.m.

PRESENT: Scott K. York, Chairman  
Eleanore C. Towe, Vice Chairman  
William Bogard  
James G. Burton  
Eugene A. Delgaudio  
Chuck Harris  
Mark Herring  
J. Drew Hiatt  
Sally Kurtz



IN RE: LAND USE COMMITTEE REPORT: PROCESS TO REVISE THE SOLID  
WASTE MANAGEMENT PLAN FOR THE LOUDOUN COUNTY SOLID  
WASTE MANAGEMENT PLANNING DISTRICT (LCSWMPD)

Mr. Herring moved that the Board of Supervisors approve the Land Use Committee recommendation that the Board commit to completion of the review and revision of the Solid Waste Management Plan in the current term. He further moved that an ad hoc committee of the Board, the composition of which to be recommended by Chairman York, be appointed to conduct the process to review and revise the Solid Waste Management Plan for the Loudoun County Solid Waste Management Planning District; and that the Committee report back to the full Board with recommended changes by January 2003; and amended to make the ad hoc committee a four member committee.

Seconded by Mrs. Towe.

Voting on the Motion: Supervisors Bogard, Burton, Harris, Herring, Kurtz, Towe, and York – Yes; Supervisors Hiatt and Delgaudio – No. This motion passed.

Mr. Hiatt moved to amend the motion that a Citizens' Committee comprised of nine citizens with up to two representatives from industry be appointed to conduct the process to review and revise the Solid Waste Management Plan allowing County Solid Waste Management Planning District and the Committee to report back to the Board with recommended changes by January 2003.

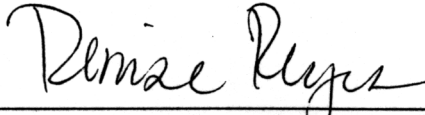
Seconded by Mr. Delgaudio.

LAND USE COMMITTEE REPORT: PROCESS TO REVISE  
THE SOLID WASTE MANAGEMENT PLAN FOR THE LOUDOUN  
COUNTY SOLID WASTE MANAGEMENT PLANNING DISTRICT  
(LCSWMPD)

Page 2

Voting on the Motion: Supervisors Delgaudio and Hiatt – Yes; Supervisors Bogard, Burton, Harris, Herring, Kurtz, Towe, and York – No. This motion failed.

A COPY TESTE:

A handwritten signature in cursive script, appearing to read "Denise Rye".

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DEPUTY CLERK FOR THE LOUDOUN  
COUNTY BOARD OF SUPERVISORS

DCR:july 1, 2002 resolution-f

**BOARD OF SUPERVISORS  
INFORMATION ITEM**

**SUBJECT: Solid Waste Management Plan  
Loudoun County Solid Waste Management Planning District**

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**BACKGROUND:**

The Virginia Solid Waste Management Planning regulations, 9 VAC 20-130-10 *et seq.*, require the Loudoun County Solid Waste Management Planning District (LCSWMPD) to submit a revised solid waste management plan to the Virginia Department of Environmental Quality by July 2004. To address this requirement, the Board of Supervisors appointed an Ad Hoc Solid Waste Management Planning Committee (the Committee) in July of 2002. The Committee's charge from the Board of Supervisors was to conduct a review of the Solid Waste Management Plan (SWMP) and develop a revised Plan for consideration and final approval by local governing bodies by July 2003.

This plan has to address the solid waste management needs of the entire Loudoun County Solid Waste Management Planning District (LCSWMPD) for a period of 20 years. The LCSWMPD includes the Towns of Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg, Purcellville, and Round Hill, as well as the unincorporated portions of the County. The Committee is made up of Supervisors Kurtz, who chaired the Committee, Burton and Towe, and each Town designated an official representative to the Committee.

The Committee met eight times between September 2002 and February 2003. All meetings were open to the public. On January 8, 2003 a public input session was held.

During the meetings, the Committee discussed solid waste management issues and options and guided the revision of the plan. The Committee formed a series of findings and recommendations which became part of the draft plan. The draft SWMP will be presented to the Board of Supervisors at 1:30 on March 17 and is being advertised for an April 8 Public Hearing. An executive summary by Chairman Kurtz is included on page iii of the draft LCSWMP.

**ATTACHMENT:** Draft Loudoun County Solid Waste Management Plan

**STAFF CONTACT:** Richard S. Weber, Director, OSWM

# PUBLIC HEARING

The **LOUDOUN COUNTY BOARD OF SUPERVISORS** will hold a public hearing on behalf of the Loudoun County Solid Waste Management Planning District in the Board of Supervisors Meeting Room, County Government Center, 1 Harrison Street, S.E., Leesburg, VA, 20177 on **TUESDAY, APRIL 8, 2003, at 6:30 p.m.**, to consider the following:

## REVIEW AND AMENDMENT OF THE SOLID WASTE MANAGEMENT PLAN LOUDOUN COUNTY SOLID WASTE MANAGEMENT PLANNING DISTRICT

Pursuant to Section 10.1-1411 of the Code of Virginia, and Section 9 VAC 20-130-130 of the Virginia Administrative Code, the Loudoun County Solid Waste Management Planning District hereby gives notice of its intent to consider adoption of amendments to the Solid Waste Management Plan for the Loudoun County Solid Waste Management Planning District. The District is comprised of the unincorporated areas of the County, and the incorporated Towns of Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg, Purcellville, and Round Hill. **The Board of Supervisors will conduct the hearing as part of a regularly scheduled Public Hearing.**

The District's current Solid Waste Management Plan was adopted in 1995. Virginia Solid Waste Management Planning Regulations require all local governing bodies to revise and adopt Solid Waste Management Plans by July 1, 2004. The Regulations require the preparation of a comprehensive plan that addresses how the District will manage all non-hazardous solid waste generated in the District for the next 20 years.

On July 1, 2002, the Board of Supervisors established an Ad Hoc Solid Waste Management Planning Committee to review and revise or replace the existing plan in accordance with State regulations and with current and projected solid waste generation data. The seven member Towns of the District joined in this effort by appointing a representative to the Ad Hoc Committee. On February 12, 2003, the Ad Hoc Solid Waste Management Planning Committee approved and recommended the revised Solid Waste Management Plan to the Board of Supervisors, and to the Councils of the member Towns for their consideration and adoption.

On behalf of the District, the Board of Supervisors will receive public comment on this revised solid waste planning document at the scheduled public hearing. The Board and Councils of the member Towns must act by May 30, 2004 to approve, or amend and approve, the revised plan, and forward it to the Virginia Department of Environmental Quality for final approval.

The purpose of the plan is to describe a solid waste management strategy and its implementation to ensure the provision of adequate and dependable solid waste management services, to protect the health and safety of residents, to ensure protection of the environment, and identify funding for the solid waste management system. The Committee considered current solid waste information and issues in developing the proposed strategy. Key provisions of the revised plan will:

- Continue reliance on the private sector to provide solid waste collection services.
- Continue reliance on the private sector to provide the majority of municipal solid waste management and disposal through a transfer station and out-of County landfills.
- Continue County ownership and operation of a multifaceted solid waste facility ensuring that all residents and businesses in the District have options for disposal of solid waste.
- Achieve revenue neutrality through a revised landfill pricing structure that would require less local tax funding for solid waste management facility operations and capital construction, would foster competition among independent collectors, and would continue to manage the capacity as an asset with long-term value to the District.

- Continue reliance on the private sector to provide for management and disposal of construction and demolition wastes through transfer stations and out-of-County landfills.
- Increase the availability of waste oil, waste antifreeze, and other special waste collection services by the County.
- Increase the number and distribution of household hazardous waste collection events by the County.
- Improve the District's recycling infrastructure by pursuing a public/private partnership to construct and operate a recycling depot at the County Solid Waste Management Facility to enhance recycling and to provide incentives to collectors through a low-cost or no-cost recycling transfer facility.
- Continue the existing recycling dropoff center program and expanding the program by restoring service in the Purcellville area.
- Ensure the protection of the environment by increasing the regulatory oversight for management of waste dirt, and the burning of solid waste.
- Maintain compliance with all environmental protection standards and requirements at the County Solid Waste Management Facility.

*Full and complete copies of the proposed Loudoun County Solid Waste Management Plan are available and may be examined in the Loudoun County Office of Solid Waste Management, 906 Trailview Blvd., SE, Leesburg Virginia, from 8:30 a.m. to 5:00 p.m., Monday through Friday. For further information contact the Office of Solid Waste Management at 703-777-0187. Copies of the proposed revised plans are also available at the Rust, Purcellville, Lovettsville, Middleburg, Sterling and Eastern Loudoun Regional Libraries and on the County's website at [www.loudoun.gov](http://www.loudoun.gov), [co.loudoun.va.us](http://co.loudoun.va.us)*

All members of the public will be heard as to their views pertinent to these matters.

Hearing assistance is available for meetings in the Board of Supervisors' Meeting Room. FM Assistive Listening System is available at the meetings at all other locations. If you require any type of reasonable accommodation, as a result of a physical, sensory or mental disability, to participate in this meeting, contact County Administration at 703-777-0200. Please provide three days notice.

### BY ORDER OF:


Scott K. York, Chairman, Loudoun County Board Of Supervisors  
The Honorable C. L. Dimos, Mayor, Town of Middleburg  
The Honorable William T. Druhan, Jr., Mayor, Town of Purcellville  
The Honorable Mayor Francis P. Etro Jr., Town of Round Hill  
The Honorable Steve Morgart, Mayor, Town of Hillsboro  
The Honorable Keith Reasoner, Mayor, Town of Hamilton  
The Honorable Kristen Umstadd, Mayor, Town of Leesburg  
The Honorable Elaine Walker, Mayor, Town of Lovettsville

**AFFIDAVIT OF PUBLISHER  
PURSUANT TO SECTION 8.01-415  
OF THE 1950 CODE OF VIRGINIA  
AS AMENDED**

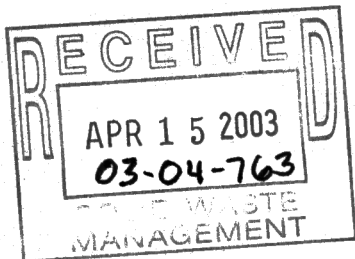
Hugo J. Lembert, being duly sworn deposes and says that the attached order of publication was published in The Loudoun Times Mirror, a newspaper published in the County of Loudoun, State of Virginia, on

3/19/03, 3/26/03, \_\_\_\_\_, \_\_\_\_\_, \_\_\_\_\_,

and that deponent is a duly authorized agent of the Publisher of said newspaper.

  
Classified Manager

Subscribed and sworn to me this 27<sup>th</sup> day of March, 2003.



  
County of Loudoun

(SEAL)

My Commission Expires March 31, 2006

My commission expires:\_\_\_\_\_.

Notary Public in and for the Commonwealth of Virginia.

## **PUBLIC HEARING**

The **LOUDOUN COUNTY BOARD OF SUPERVISORS** will hold a public hearing on behalf of the Loudoun County Solid Waste Management Planning District in the Board of Supervisors Meeting Room, County Government Center, 1 Harrison Street, S.E., Leesburg, VA, 20177 on **TUESDAY, APRIL 8, 2003, at 6:30 p.m.**, to consider the following:

### **REVIEW AND AMENDMENT OF THE SOLID WASTE MANAGEMENT PLAN LOUDOUN COUNTY SOLID WASTE MANAGEMENT PLANNING DISTRICT**

Pursuant to Section 10.1-1411 of the Code of Virginia, and Section 9 VAC 20-130-130 of the Virginia Administrative Code, the Loudoun County Solid Waste Management Planning District hereby gives notice of its intent to consider adoption of amendments to the Solid Waste Management Plan for the Loudoun County Solid Waste Management Planning District. The District is comprised of the unincorporated areas of the County, and the incorporated Towns of Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg, Purcellville, and Round Hill. **The Board of Supervisors will conduct the hearing as part of a regularly scheduled Public Hearing.**

The District's current Solid Waste Management Plan was adopted in 1995. Virginia Solid Waste Management Planning Regulations require all local governing bodies to revise and adopt Solid Waste Management Plans by July 1, 2004. The Regulations require the preparation of a comprehensive plan that addresses how the District will manage all non-hazardous solid waste generated in the District for the next 20 years.

On July 1, 2002, the Board of Supervisors established an Ad Hoc Solid Waste Management Planning Committee to review and revise or replace the existing plan in accordance with State regulations and with current and projected solid waste generation data. The seven member Towns of the District joined in this effort by appointing a representative to the Ad Hoc Committee. On February 12, 2003, the Ad Hoc Solid Waste Management Planning Committee approved and recommended the revised Solid Waste Management Plan to the Board of Supervisors, and to the Councils of the member Towns for their consideration and adoption.

On behalf of the District, the Board of Supervisors will receive public comment on this revised solid waste planning document at the scheduled public hearing. The Board and Councils of the member Towns must act by May 30, 2004 to approve, or amend and approve, the revised plan, and forward it to the Virginia Department of Environmental Quality for final approval.

The purpose of the plan is to describe a solid waste management strategy and its implementation to ensure the provision of adequate and dependable solid waste management services, to protect the health and safety of residents, to ensure protection of the environment, and identify funding for the solid waste management system. The Committee considered current solid waste information and issues in developing the proposed strategy. Key provisions of the revised plan will :

- Continue reliance on the private sector to provide solid waste collection services
- Continue reliance on the private sector to provide the majority of municipal solid waste management and disposal through a transfer station and out-of County landfills
- Continue County ownership and operation of a multifaceted solid waste facility ensuring that all residents and businesses in the District have options for disposal of solid waste
- Achieve revenue neutrality through a revised landfill pricing structure that would require less local tax funding for solid waste management facility operations and capital construction, would foster competition among independent collectors, and would continue to manage the capacity as an asset with long-term value to the District.
- Continue reliance on the private sector to provide for management and disposal of construction and demolition wastes through transfer stations and out-of-County landfills
- Increase the availability of waste oil, waste antifreeze, and other special waste collection services by the County
- Increase the number and distribution of household hazardous waste collection events by the County
- Improve the District's recycling infrastructure by pursuing a public/private partnership to construct and operate a recycling depot at the County Solid Waste Management Facility to enhance recycling and to provide incentives to collectors through a low-cost or no-cost recycling transfer facility.
- Continue of the existing recycling dropoff center program and expanding the program by restoring service in the Purcellville area
- Ensure the protection of the environment by increasing the regulatory oversight for management of waste dirt, and the burning of solid waste

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*All members of the public will be heard as to their views pertinent to these matters.*



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**BY ORDER OF:**

**Scott K. York, Chairman, Loudoun County Board Of Supervisors**  
**The Honorable C. L. Dimos, Mayor, Town of Middleburg**  
**The Honorable William T. Druhan, Jr., Mayor, Town of Purcellville**  
**The Honorable Mayor Francis P. Etro Jr., Town of Round Hill**  
**The Honorable Steve Morgart, Mayor, Town of Hillsboro**  
**The Honorable Keith Reasoner, Mayor, Town of Hamilton**  
**The Honorable Kristen Umstattd, Mayor, Town of Leesburg**  
**The Honorable Elaine Walker, Mayor, Town of Lovettsville**

# Loudoun County Solid Waste Management Plan



Ad Hoc Solid Waste Management Plan Committee  
Sally Kurtz, Chair  
April 8, 2003

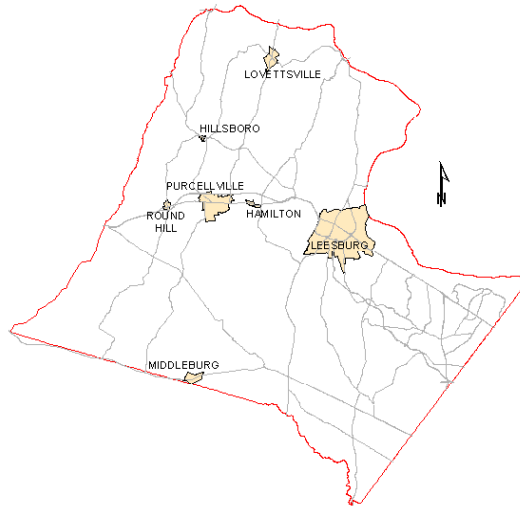
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## Loudoun County Solid Waste Management Plan Regulatory Requirements

- Virginia Solid Waste Management planning regulations (9 VAC 20-130-10) require every jurisdiction to review and revise Solid Waste Management Plan by July 1, 2004.
- Jurisdictions may form planning districts.
- The unincorporated areas of Loudoun County and the 7 incorporated Towns have formed the Loudoun Solid Waste Management Planning District.

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## Loudoun County Solid Waste Management Plan Solid Waste Management Planning District



- **County of Loudoun**
- **Town of Hamilton**
- **Town of Hillsboro**
- **Town of Leesburg**
- **Town of Lovettsville**
- **Town of Middleburg**
- **Town of Purcellville**
- **Town of Round Hill**

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## Loudoun County Solid Waste Management Plan Committee Members

Sally R. Kurtz, Supervisor  
Catoctin District &  
Chair, Ad Hoc SWM Committee

Mr. Jim Burton, Supervisor,  
Former Mercer District

Ms. Eleanor Towe, Supervisor,  
Blue Ridge District

The Honorable Keith Reasoner,  
Mayor of Hamilton

The Honorable Steve Morgart,  
Mayor of Hillsboro

The Honorable Elaine Walker,  
Mayor of Lovettsville

Mr. Charles Hartgrove,  
Town Administrator of Middleburg

Mr. Kelly Yost,  
Town Administrator of Round Hill

Mr. Martin Kloeden, Assistant to the  
Town Manager of Purcellville

Mr. Tom Mason, Director of  
Engineering and Public Works,  
Town of Leesburg

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## Mandatory Plan Content

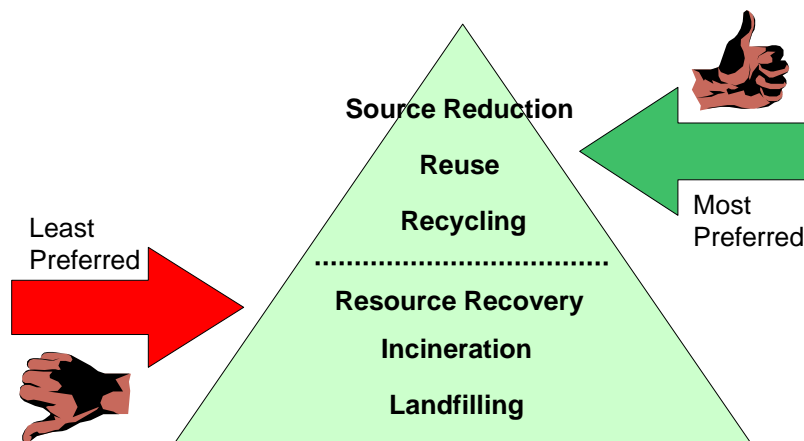
Virginia regulations require localities to develop and implement SWMPs that:

- address all aspects of solid waste management
- demonstrate compliance with the solid waste hierarchy
- consider the handling of all types of non-hazardous solid waste generated within the locality
- demonstrate how a 25% recycling rate will be achieved and maintained, and
- include an implementation schedule that addresses needs for a 20 year time frame.

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## Solid Waste Management Hierarchy

(9 VAC 20-130-30)



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Loudoun County Solid Waste Management Plan

## Stakeholders

- Solid Waste Facility Owners / Operators
- Solid Waste Collectors (Large and Small)
- Residents
- Businesses
- County Government
- Towns
- Homeowners' Associations
- Waste / Service Contractors
- Lawn Care Companies
- Special Waste Generators
- Hospitals
- Metals Plating Operations
- Automotive Repair
- Building Contractors
- Other

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Loudoun County Solid Waste Management Plan

## Plan Development Process

- 8 public meetings
- Committee received solid waste management background
- Discussion of issues & options
- Development of key findings & recommendations
- Public feedback on Committee recommendations

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## Trash 101

Committee received solid waste management background

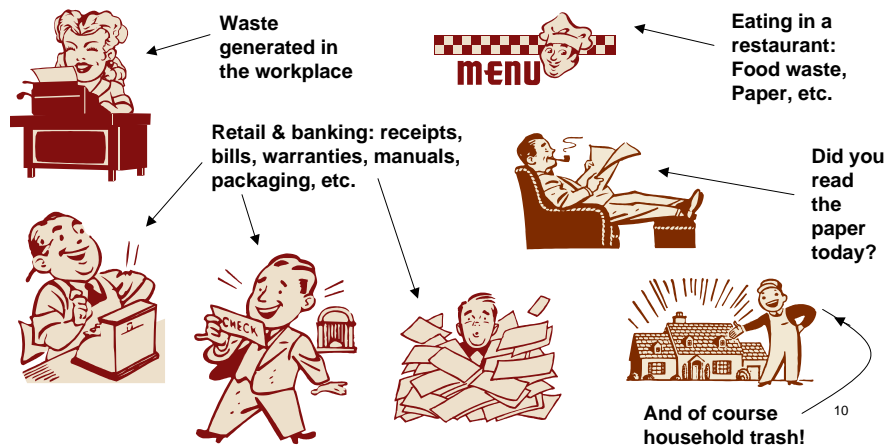
- Population Growth
- Waste Types
- Waste Generation Rate
- Waste Generation Amount

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## MSW Generation Rate

**Who Makes It?** Loudoun generates an average of 5.5 pounds of MSW per person per day.

This includes food, recyclables, & more...



## Waste Generation Amounts

**How much do we make?** Many factors influence solid waste generation including population, number of households and employment, as used for these waste generation estimates.

	2005	2025
Municipal Solid Waste Generation	239	424
Construction Waste Generation	122	216
VEG/Yard Waste Generation	28	50
Total	389	689

(in thousands of tons)

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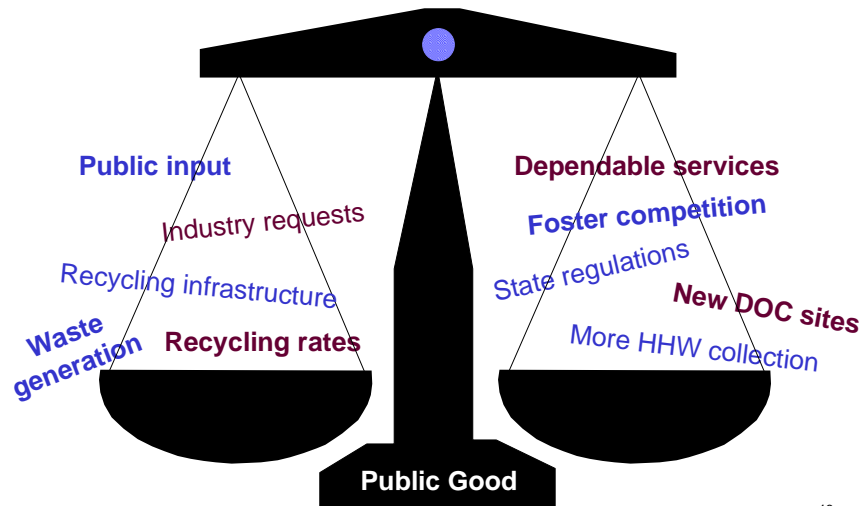
## MSW Generation

**239,000 tons of MSW is enough to fill the Government Center 7 times.**



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## Issues and Options



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## Public Feedback



Committee asked for public feedback on recommendations using small group networking process

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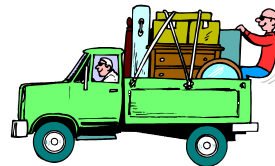


## Who Collects the Trash

- In Loudoun County, private companies collect all residential & nonresidential trash.



- There are 9 permitted major collectors.
- There are 16 permitted minor collectors.



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## Who Pays for Collection

- HOA dues
- Town taxes
- Landlord leases
- Individual subscriptions
- Individual transport to Landfill

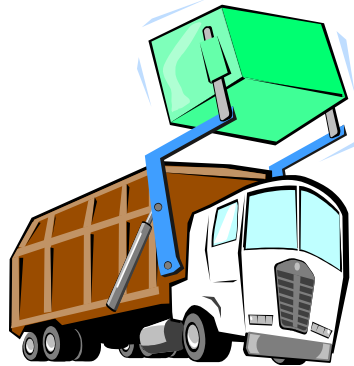


Estimated **\$35M** market

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Loudoun County Solid Waste Management Plan

## Collection Recommendation



**Continue reliance  
on private sector  
waste collection**

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Loudoun County Solid Waste Management Plan

## All Solid Waste Disposal System Flow

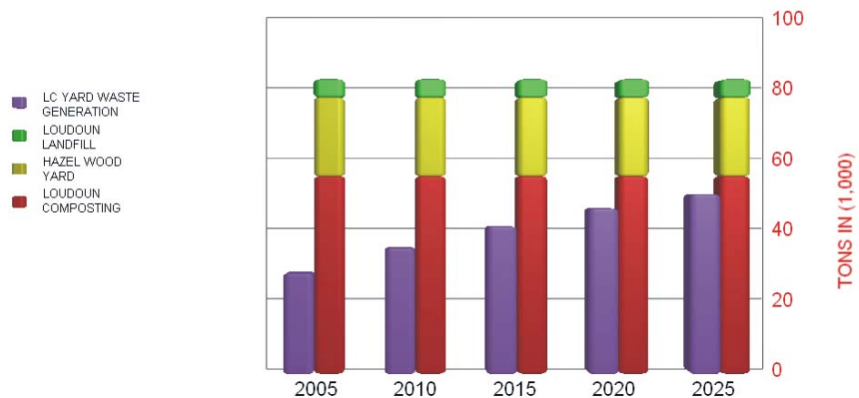
**Where does it go?**



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## Loudoun County Solid Waste Management Plan

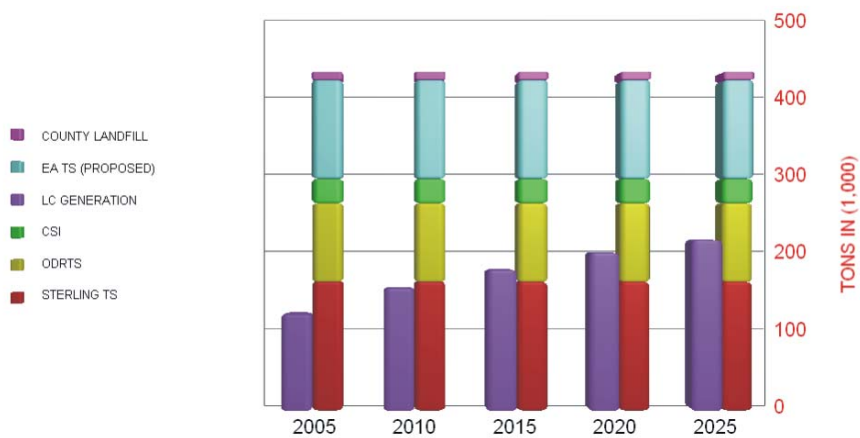
# Vegetative Waste System Capacity



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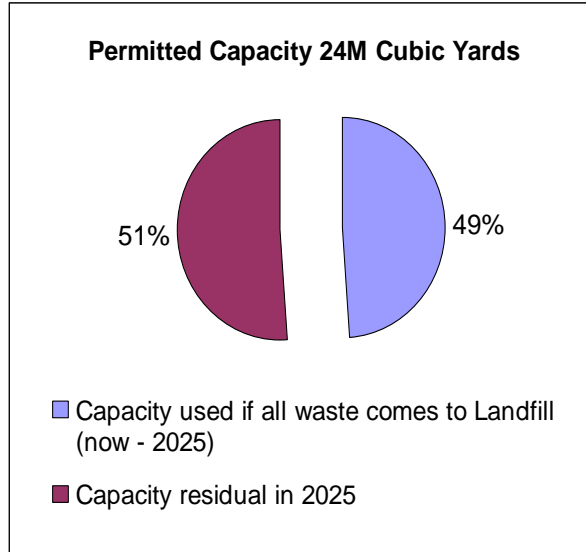
## Loudoun County Solid Waste Management Plan

# C&D Waste System Capacity



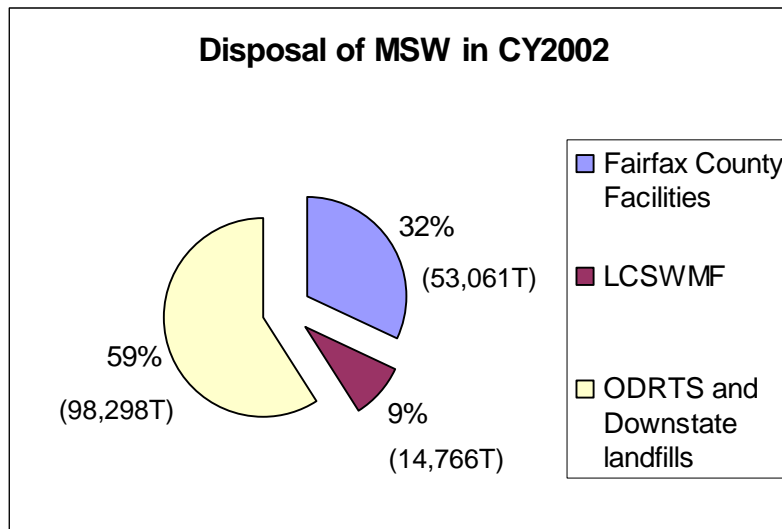
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## County Landfill Permitted Capacity



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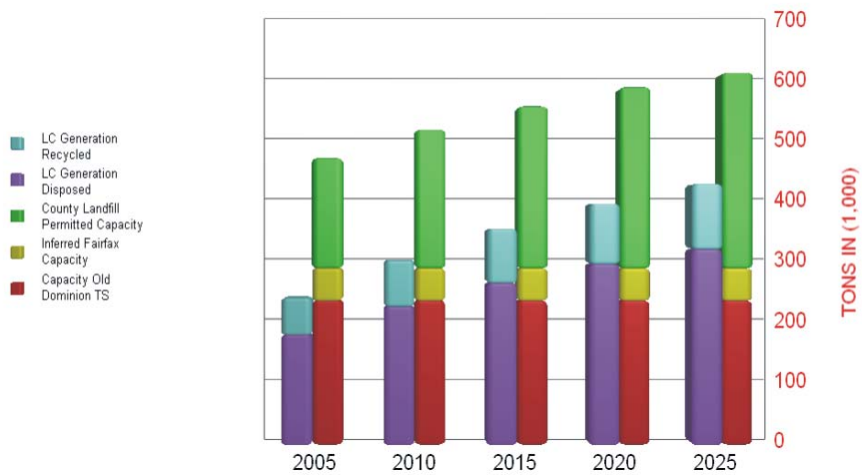
## MSW Disposal Destination



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## Loudoun County Solid Waste Management Plan

### MSW System Capacity



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## Loudoun County Solid Waste Management Plan

### Role of LCSWMF

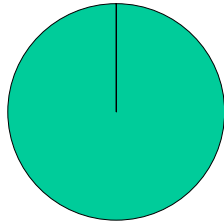
- Provides a disposal option to those who do not have collector services
- Manages disposal of difficult-to-process wastes not desired at other facilities
- Ensures that the District does not depend on sole source providers of disposal services
- Acts as backup to other service providers to ensure uninterrupted services
- Provides staging area for management of solid wastes in disasters

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## Loudoun County Solid Waste Management Plan

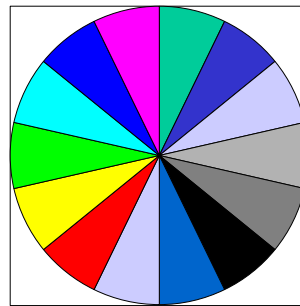
# Disposal

### TRANSFER STATIONS



■ Paying Customers  
■ High Efficiency

### COUNTY LANDFILL



■ Individuals  
■ Non-Profit Waivers  
■ Small contractors  
■ County, School Waste  
■ Animal waste  
■ Deer carcasses  
■ Storm Debris  
■ Sludge  
■ Tires  
■ Appliances  
■ Lawn Mowers  
■ Powdery waste  
■ Indiv. Veg Waste  
■ DIY remodelling

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## Loudoun County Solid Waste Management Plan

# LCSWMF Services

### Scrap Metal Area



### Phase IIIA



### Working Face



### Scalehouse



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## Loudoun County Solid Waste Management Plan

# Capital Funding for LCSWMF

Current Debt Service (paid off in 2014 )	\$19 million (P&I)
Seq. II Closure (construction in 2005)	\$2.2 million
Cell IIIB (2006)	\$2.8 million
Cell IIIC (2013)	\$2.4 million
Seq. III Closure (2014)	\$3.1 million
Seq. IV Closure (2021)	\$8.2 million

*(Based on current demand levels)*

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## Loudoun County Solid Waste Management Plan

# Cumulative LCSWMF Impact on General Fund

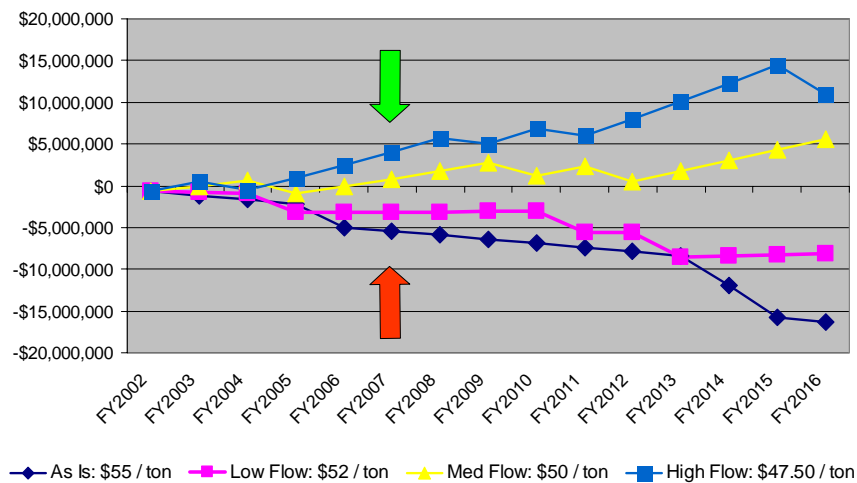


Chart information provided by Solid Waste Services, LLC

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## Impacts on Permitted Capacity

### **Minimum or no impact:**

- 90 - 115 years of capacity at current tipping fee

### **Maximum impact:**

- 65 - 80 years of capacity at \$47.50 tipping fee

Current permitted capacity is 24,000,000 cubic yards

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## Summary of LCSWMF Tipping Fees

- Reduction in local tax funding
- Some leveling of collection playing field
- Covers some or all capital construction costs
- Landfill continues as minor industry player
- Conserves future Landfill disposal capacity

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## Loudoun County Solid Waste Management Plan

### Recycling Requirement

All jurisdictions in Virginia are required to maintain a recycling rate of 25%.

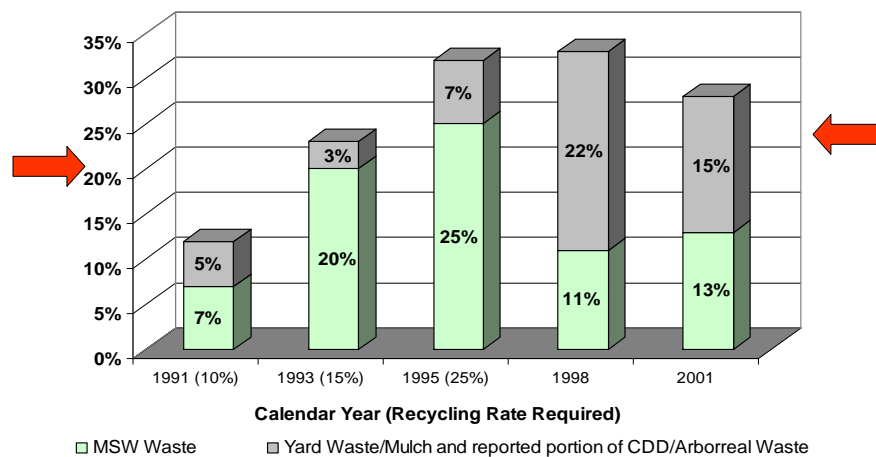


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## Loudoun County Solid Waste Management Plan

### Recycling History

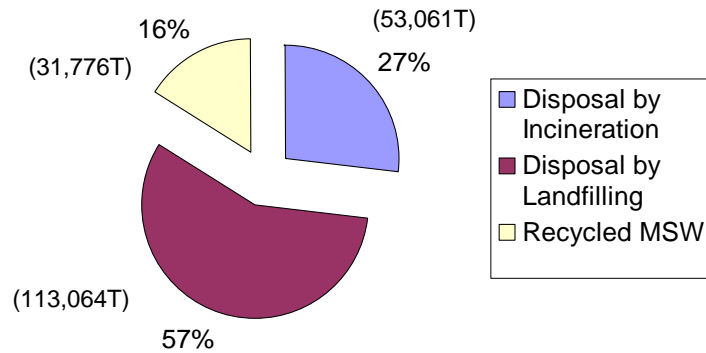
Rates reported by Loudoun County to VA DEQ:



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## Loudoun County Solid Waste Management Plan

### Preliminary Recycling Rate (2002)



16% MSW Recycling + 5% Credit for Stump Mulch = 21%

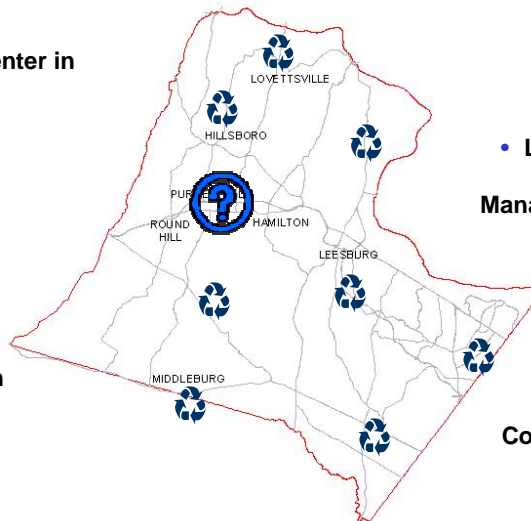
21% ≠ 25%

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## Loudoun County Solid Waste Management Plan

### Central Western Loudoun Recycling DOC

- The George Center in Lovettsville
- Hillsboro Elementary
- Philomont Fire Station
- Mickey Gordon Memorial Park



- Lucketts Elementary
- Loudoun County Solid Waste Management Facility
- Park View High School
- Arcola Community Center

In addition, the Town of Leesburg operates 3 DOCs and all 7 of the Towns include curbside recycling in their collection contracts.

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Loudoun County Solid Waste Management Plan

## Public-Private Partnership



For Recycling Infrastructure



- Construction would be completed within 12 months of the time of award.
- Tipping fees would be assessed on an equitable basis.
- The facility design could incorporate a permanent HHW collection area.
- The private partner would agree to operate with a maximum amount of bypass or residual waste (based on weight) of 5% for all materials. The residual waste would be a daily average, calculated weekly.
- The County envisions a partnership term of ten years or more. At the end of the term, the partnership could be extended, transferred, or terminated.

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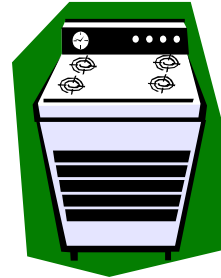
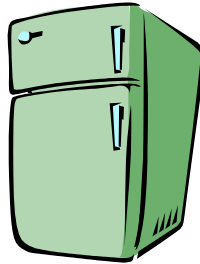
Loudoun County Solid Waste Management Plan

## Rekindle the Spirit



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## Continue Special Wastes Recycling



Loudoun residents can recycle special materials at the LCSWMF, including appliances, tires, and refrigerants.

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## Expand Programs for Collecting Potentially Hazardous Materials

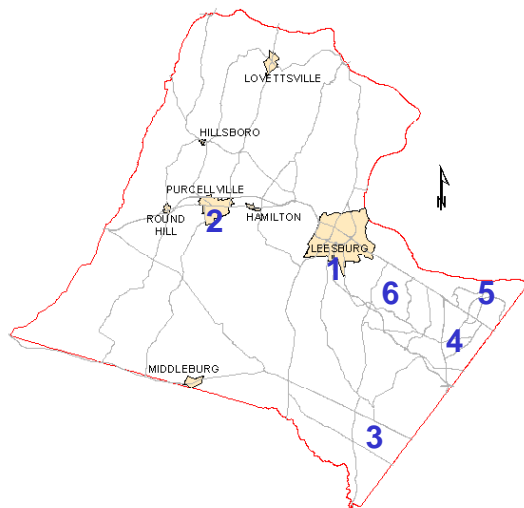
**Special Wastes:** These require special handling. Residents may drop off many of these materials at the Landfill DOC.



**Household Hazardous Wastes (HHW):** HHWs are wastes that are generated residually and that can contaminate homes or the environment. 12 events are held each year to help residents dispose of HHW properly. 38

## Loudoun County Solid Waste Management Plan

# HHW Event Locations for 2003



- 1** Heritage High School, Leesburg,  
3 events
- 2** Loudoun Valley High School,  
Purcellville, 1 event
- 3** South Riding, 1 event
- 4** Park View High School, Sterling,  
1 event
- 5** Sterling Volunteer Fire Co. #18,  
Cascades, 1 event
- 6** Broad Run High School, Ashburn,  
1 event

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## Loudoun County Solid Waste Management Plan

# Maintain Environmental Control Systems at LCSWMF



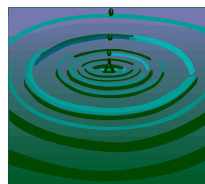
Collecting &  
Treating  
Leachate



Collecting &  
Managing  
Landfill Gas



Monitoring  
Groundwater  
Wells



Managing  
Surface  
Water  
Runoff

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## Control Open Dumping and Litter



- Illegal dumping & farm dumps are problematic.
- OSWM responds to dump complaints.
- The County provides Landfill fee waivers to individuals cleaning up farm dumps and to organizations that clean up roadside litter.

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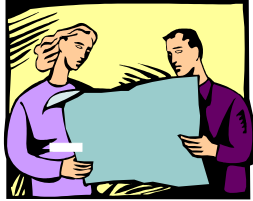
## Local Solid Waste Ordinances

- **Chapter 1080** (design & operating standards for SWMFs & prohibits open dumping)
- **Chapter 1084** (standards for solid waste collection)
- **Chapter 1086** (requirements for recycling)

**Recommend continued compliance with, and enforcement of Chapters 1080, 1084, and 1086.**

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## Sustaining the Plan



The District will conduct formal biennial reviews to sustain the Solid Waste Management Plan.

- Ensure the system is functioning as envisioned.
- Confirm validity of the plan's assumptions on waste generation, facility capacity and external factors.
- Identify any revisions to the plan that may be appropriate.

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## Regional Planning Initiatives

- Request a regional planning agency to conduct a C&D generation and disposal study.
- Obtain an emergency debris waste management permit from DEQ.

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## Next Steps

- Board consideration and adoption of Plan, tentative April 2003
- Towns' consideration and adoption of Plan, tentative May 2003
- Transmittal of District Adopted Plan to DEQ, tentative June 2003
- Goal of July 1, 2003 will be met



Date of Meeting: April 8, 2003\_

**BOARD OF SUPERVISORS  
PUBLIC HEARING**

**#2.**

**SUBJECT: Loudoun County Solid Waste Management Planning District  
Revised Solid Waste Management Plan**

**ELECTION DISTRICT:** Countywide

**CRITICAL ACTION DATE:** At the discretion of the Board

**RECOMMENDATIONS:**

**Ad Hoc SWMP Committee:** The Ad Hoc Solid Waste Management Planning Committee recommends that the Board of Supervisors and the Councils of the Towns of Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg, Purcellville, and Round Hill adopt the Draft Solid Waste Management Plan as submitted. Several minor revisions have been suggested since the work of the Committee was concluded.

**Staff:** Staff recommends that the Board of Supervisors place the adoption of the Draft Solid Waste Management Plan as contained in Attachment 1 and revised by Attachment 2, on the agenda of the April 21, 2003 Board meeting for action.

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**BACKGROUND:**

The Virginia Solid Waste Management Planning regulations, 9 VAC 20-130-10 *et seq.*, require the Loudoun County Solid Waste Management Planning District (LCSWMPD) to submit a revised solid waste management plan to the Virginia Department of Environmental Quality by July 2004. This plan must address the solid waste management needs of the entire District for a period of 20 years. The LCSWMPD includes the Towns of Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg, Purcellville, and Round Hill, as well as the unincorporated portions of the County.

To address the plan requirement, the Board of Supervisors appointed Supervisors Kurtz, Towe, and Burton to an Ad Hoc Solid Waste Management Planning Committee (the Committee). Chairman Kurtz subsequently requested all seven towns to appoint a representative to the Committee. The town representatives include Mayor Reasoner, Hamilton, Mayor Morgart, Hillsboro, Tom Mason, Leesburg, Mayor Walker, Lovettsville, Charles Hartgrove, Middleburg, Marty Kloeden, Purcellville, and Kelly Yost, Round Hill.

During eight public meetings conducted from September 2002 to February 2003, the Committee reviewed descriptive information on solid waste and discussed solid waste management issues and options. The Committee developed a series of draft findings and recommendations and conducted a public feedback process on that information on January 8, 2003. Subsequently, the Committee considered the public input and finalized the Public Review Draft of the Loudoun County Solid Waste Management Plan that is the subject of this item. The Board of Supervisors is conducting this Public Hearing on behalf of all District members. An Executive Summary by Chairman Kurtz is included on page iii of the draft LCSWMP and is included as Attachment 3.

## **REVISED INFORMATION:**

### **1. Updates based on CY2002 Collection Reports**

Following the approval of the draft plan by the Ad Hoc Committee, staff received the CY2002 reports from the collection industry and the various solid waste management facilities that serve the County. This data was more current and complete than that in the plan. Staff revised the tables on waste generation amounts and rates, and collection demographics and included those revisions in the Public Review Draft that was advertised for Public Hearing.

### **2. Revised Graphs**

While preparing her remarks for the Board briefing on March 17, Chairman Kurtz requested staff to modify the format of the facility capacity graphs on pages 3-12 and 3-13 of the Public Review Draft to make them easier to understand. The revised graphs were included in the handouts for the presentation. They will be included in the final adopted plan.

### **3. Continuing Revisions for Public Process**

Chapter 1, Chapter 9, and Appendix B of the Plan are subject to continuing revision to describe and include the components of the public process. Copies of Board items such as this item, and items presented to Town Councils will be added to Appendix B. Copies of Resolutions of Adoption will be included in Chapter 1. Additional text describing the steps in the process will be added to Chapter 9. Authorization to make these changes is included in Attachment 2 of this item and in the draft motion.

## **SUPPLEMENTAL REQUEST FROM THE TOWNS:**

During the development of the draft plan, the representatives of the Towns initially expressed interest in maintaining the current approach of contracting for collection services. Three of the towns have recently re-bid their collection contracts and two more will do so shortly. More recently, the Towns have discussed the need for more flexibility in this area. The representatives from the Towns of Middleburg, Purcellville, and Round Hill have submitted a request to modify language in the plan addressing the provision of collection services in the Towns. That request is included as Attachment 4. The sections of the plan text that would change are noted in Attachment 2.

**SUPPLEMENTAL INFORMATION REQUESTED BY THE BOARD:**

During the March 17, 2003 briefing on the plan, several Board members requested information to clarify several issues. The issue or question is in bold font, and the response is provided thereafter.

- **What is the remaining life of the currently constructed disposal capacity at the current disposal demand?**

The latest capacity assessment conducted in December 2002 shows there were 104,917 cubic yards of capacity remaining in Phases IIA/B, and 343,555 cubic yards remaining in Cell IIIA for a total capacity of 448,472 cubic yards. Current demand rates consume between 70,000-100,000 cubic yards per year. Therefore, this capacity will be depleted in 5 years and construction of replacement capacity would be needed in 3 years. This construction project is included in the CIP for FY06.

- **What is the impact on the life of the constructed capacity that results from the three scenarios considered for reducing the tipping fee at the County Landfill?**

Scenario 1(\$52.00/ton): Moves construction of Cell IIIB up one year to FY2005.

Scenario 2(\$50.00/ton): Moves construction of Cell IIIB up one year to FY2005.

Scenario 3(\$47.50/ton): Moves construction of Cell IIIB up two years to FY2004.

The schedule of these impacts will slip slightly depending on when the reduction takes place, and the collection industry's response to the reduction.

- **What is the estimated life of the total permitted capacity at the current demand rate?**

90-115 years

- **What is the estimated life of the total permitted capacity at the lowest tipping fee rate considered?**

65-80 years

- **What are the current MSW tipping fees for haulers at facilities serving Loudoun County?**

The Fairfax volume rate is \$39.95/ton, non-volume contract rate is \$45.00/ton. The Old Dominion TS charges \$45.00-56.00 per ton depending on the customer.

- **How many household hazardous waste collection events are held in the County at this time?**

OSWM is currently budgeted for 7 HHW collection events per year. This calendar year is an anomaly in that 8 events are planned.

- **Where are the HHW events scheduled?**

For CY2003, there will be 3 events at Heritage HS in Leesburg, 1 at Park View HS, 1 at Loudoun Valley HS, 1 at South Riding, 1 at Cascades Fire Station, and 1 at Broad Run HS in Ashburn.

- **What is the cost to open a new cell?**

Construction of new disposal capacity and eventual closure of that unit of disposal is conducted as a series of construction projects. Each project has a design element and a field construction element. New capacity is constructed as Cells or Phases. To avoid confusion in terminology, staff have adopted the term Sequences to describe units of closure construction. The new capacity units and the closure units do not occupy concurrent space. Therefore, there is no one-to-one comparison or relationship between Cell IIIA construction, and Cell IIIA Closure. Sequence II Closure overlaps a portion of Phase IIA/IIB and Cell IIIA. Sequence III Closure overlaps a portion of Cell IIIA and Cell IIIB. The following table provides a projected schedule for the design and construction projects in the existing landfill disposal unit (not Woods Road).

PROJECT	FY	SIZE (Acres)	Cost
Sequence II Closure Design	FY03	--	\$65,500
Sequence II Construction	FY05	6.6	\$2,101,000
Cell IIIB Design	FY05	--	\$310,000
Cell IIIB Construction	FY06	10.3	\$2,495,000
Cell IIIC*	FY13	9	\$3,450,000
Sequence III*	FY14	7	\$3,100,000
Sequence IV*	FY21	15.6	\$8,150,000

\* These projects are long-term and subject to change. The figure includes estimated design and construction costs.

- **What is the status of the recycling DOC site at Park View High School?**

Staff discussed this issue with Evan Mohler, Assistant Superintendent for School Support Services, to confirm the current status. According to Mr. Mohler, there are no plans to disrupt or diminish the recycling DOC at Park View. Mr. Mohler stressed the need and desire to continue cooperative operations between solid waste management and the school system.

## **FISCAL IMPACT:**

This plan is the service plan for the Office of Solid Waste Management. The general scope of responsibilities outlined in the plan is consistent with the service levels funded in the current budget with the following clarifications and exceptions:

1. **Expand HHW Collection**

The plan recommends the expansion of the household hazardous waste collection program from the current level of 7 events per year to a maximum of 12 events per year. No additional funding has been earmarked to address this recommendation. The estimated cost of an event is \$30,000. Staff anticipates that this matter would be addressed at some level in the FY05 budget request as an enhancement.

**2. Expand Collection Program for Waste Oil and Antifreeze**

The plan recommends the expansion of the waste oil, antifreeze, and other special waste collection program to a site in the eastern and the western portions of the County. These sites would need to be staffed or have some type of oversight. There are no specific proposals to address this recommendation at this time. To achieve cost-effective collection service, these programs must be co-located with some other type(s) of compatible programs. If options for one or both sites can be identified by the FY05 budget process, the Board could consider them at that time.

**3. Western Loudoun Recycling Dropoff Center**

The plan recommends the restoration of a recycling DOC in central western Loudoun. The operational costs have been included in the base budget of OSWM for several years as the County explored options for sites. The Board has included the site development funding in the recently approved FY04 budget. There are no other fiscal impacts of this recommendation.

**4. Waste Exchange**

The plan recommends the establishment of a waste exchange program that would assist individuals with surplus usable goods or materials in locating someone in need of such goods or materials. Normally, these surplus materials are disposed of as solid waste and such programs promote reuse in lieu of disposal. Staff will attempt to identify a Non Governmental Organization (NGO) to set up and operate this effort. Should that fail, the staff will explore development of a page on the County web site to support the exchange as a pilot to assess the level of effort to support the program. It is anticipated that such an effort can be accommodated within existing resources. If not, this project would be considered at some future budget process.

**5. Reduced Landfill Tipping Fees**

The plan recommends that landfill tipping fees be reduced. The fee reduction would increase revenues but at a level to balance revenue neutrality and conservation of disposal capacity. Any reduction within the ranges discussed will decrease the amount of local tax funding for the landfill operation while conserving disposal capacity.

**6. Private-Public Partnership for Recycling Depot**

The plan recommends that the County pursue a private-public partnership to design, construct, and operate a recycling depot at the County Landfill to increase the opportunities for the collection industry to recycle. The County would provide the space and all costs associated with design, construction and operation would be borne by the private partner. There would be a minor amount of startup costs to develop and process the RFP and serve as a liaison to the facility for the County. These costs could be absorbed by OSWM. There was a suggestion that a rental fee be imposed to offset the operational liaison role. The County, Towns and public-at-large should all see a significant long term decrease in recycling costs if this recommendation is successfully implemented.

**DRAFT MOTIONS:**

1. I move that the Board of Supervisors place the adoption of the Draft Solid Waste Management Plan as contained in Attachment 1 and revised by Attachment 2, on the agenda of the April 21, 2003 Board meeting for action.

OR

2. I move an alternate motion.

**ATTACHMENTS:**

**Attachment 1:** Draft Solid Waste Management Plan for the Loudoun County Solid Waste Management Planning District (**Reminder to Board Members- please bring the copy of the plan provided to you for the March 17<sup>th</sup> meeting**)

**Attachment 2:** Schedule of proposed modifications to the Committee approved SWMP

**Attachment 3:** Executive Summary of the Draft LCSWMP by Chairman Kurtz

**Attachment 4:** Revision to the Proposed LCSWMP requested by the Towns of Middleburg, Round Hill and Purcellville

**STAFF CONTACT:** Richard S. Weber, Director, OSMW

03-04-77

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# **PUBLIC REVIEW DRAFT SOLID WASTE MANAGEMENT PLAN**

**FOR THE**

# **LOUDOUN COUNTY SOLID WASTE MANAGEMENT PLANNING DISTRICT**

For the County of Loudoun  
and the incorporated Towns of  
Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg,  
Purcellville, and Round Hill

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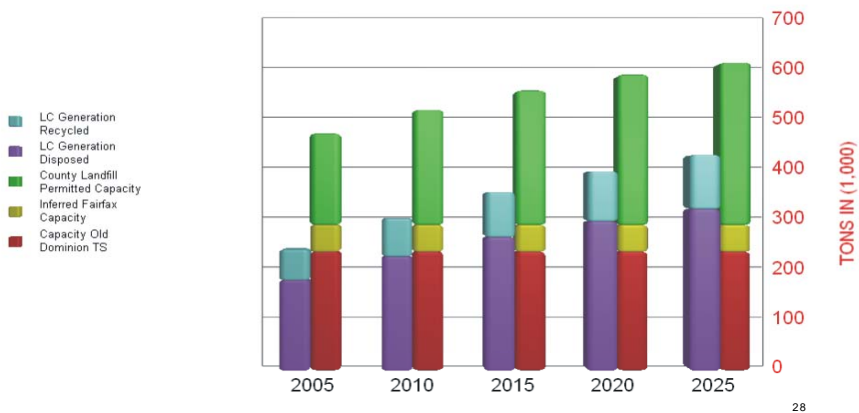
Editor's Note: Copies are of this Plan are available by calling the Office of Solid Waste Management at 703-777-0187 or by emailing [oswm@loudoun.gov](mailto:oswm@loudoun.gov). This Plan can also be accessed on Loudoun County's website at [www.loudoun.gov/oswm](http://www.loudoun.gov/oswm).

**Attachment 2. Proposed Modifications to the Public Review Draft  
Solid Waste Management Plan  
Loudoun County Solid Waste Management Planning District  
Board of Supervisors Public Hearing Item #2  
April 8, 2003**

**1. Chapter 3, Figure 3-3**

Replace the current Figure 3-3 for MSW with the following:

Loudoun County Solid Waste Management Plan  
**MSW System Capacity**

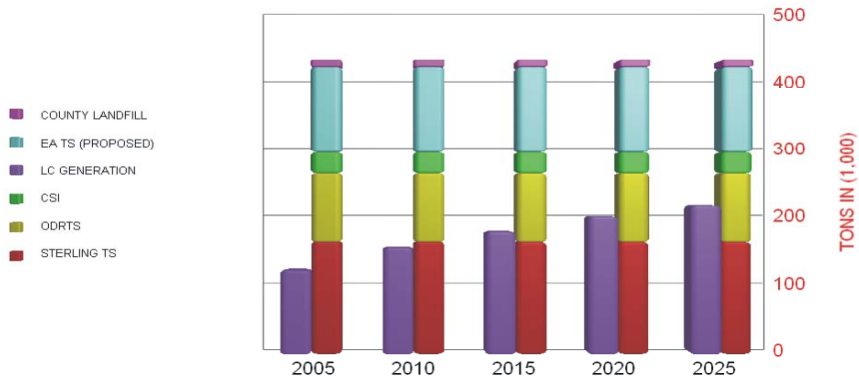


28

**2. Chapter 3, Figure 3-4**

Replace the current Figure 3-4 for C & D Waste with the following:

Loudoun County Solid Waste Management Plan  
**C&D Waste System Capacity**



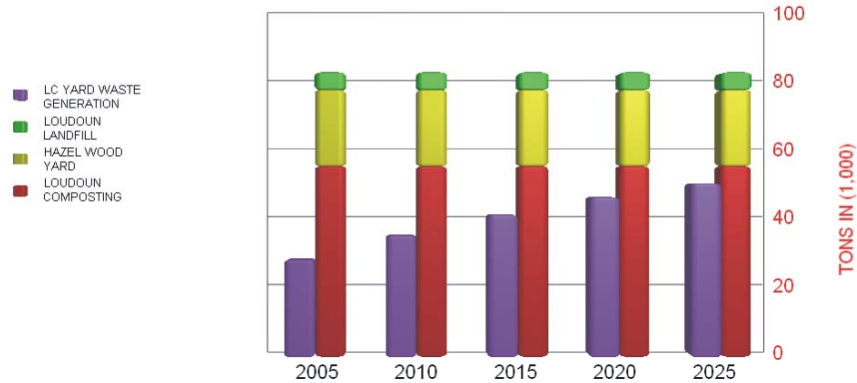
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3. **Chapter 3, Figure 3-5**

Replace the current Figure 3-5 for Vegetative Waste with the following:

Loudoun County Solid Waste Management Plan  
**Vegetative Waste System Capacity**



24

4. **Chapter 5.2 Bullet under Solid Waste Collection:**

Replace the existing bullet with The Towns may use contracted services or determine other means of collection at their discretion.

5. **Chapter 7.2.2, Objective B**

Add a sentence to the end of the existing sentence in paragraph one: The Towns may use contracted services or other means of providing for collection at their discretion. Add to the beginning of the existing sentence of paragraph four: When using contracted services to provide collection of solid waste and recycling, Towns will use contractual terms and conditions to ensure that minimum collection service levels are met in their jurisdictions.

6. **Revisions by Staff to Describe the Public Process:**

The Plan is not yet static but continues to add elements as it moves through the approval process. By approval of this attachment, governing bodies included in the District are authorizing OSWM staff to make revisions to Chapter 1, Chapter 9, and Appendix B as appropriate to describe the public process. These revisions include, but are not limited to Board items, Council items, Resolutions of Adoption, and general descriptions of the process.

**Attachment 3. Executive Summary**  
**Public Review Draft of the Solid Waste Management Plan**  
**Loudoun County Solid Waste Management Planning District**  
**Board of Supervisors Public Hearing Item #2**  
**April 8, 2003**

**EXECUTIVE SUMMARY**

**The Charge**

In July of 2002, I agreed to serve as Chair of the Ad Hoc Solid Waste Management Planning Committee (the Committee). The Committee's charge from the Board of Supervisors was to conduct a review of the Solid Waste Management Plan (SWMP) and to complete any and all revisions in time for a final approval by July 2003.

I soon realized that reviewing and revising the Solid Waste Management Plan was a multifaceted challenge. Solid waste management has technical, financial, environmental, legal, regulatory, political, policy, and marketplace dimensions. I also realized that, as a changing and growing County, the plan had to answer to many groups and individuals or stakeholders. These stakeholders included individual citizens, major solid waste customers and contract holders (Towns and HOA's), environmental advocacy groups, and the solid waste industry service providers who collect, transport, recycle and dispose of the solid waste generated in the nation's second fastest growing County. Participation from these stakeholders was very important in conducting a meaningful process and in creating a workable plan.

**Satisfying Many Stakeholders**

First of all, the plan had to meet the State regulations for solid waste management planning (9 VAC 20-130-10 *et seq.*). The regulations state that "every city, county, and town in the Commonwealth--singly or in conjunction with other jurisdictions as a planning district--must submit a completely revised solid waste management plan between July 1, 2003, and July 1, 2004."

Second, the plan had to address the solid waste management needs of the entire Loudoun County Solid Waste Management Planning District (LCSWMPD). The District includes the Towns of Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg, Purcellville, and Round Hill, as well as the unincorporated portions of the County. In addition to my Board colleagues, Supervisors Burton and Towe, I asked each Town to name an official representative to the Committee. I believe that I speak for each Committee member when I say that the cooperation between the County and the Towns has been most productive and gratifying in working together on this plan. It really WAS work and the Committee members were diligent in their attendance and in working through lengthy meetings full of complex discussions and decisions.

Finally, it was clear to me that the plan had to be developed through a process of collaboration with all the affected parties. An open and deliberative approach to the plan's development and review is not only required by State regulation, but has helped to ensure that the ideas and concerns of the varying individuals and constituent groups are served by the plan.

## **The Process**

Prior to the first meeting, I sent background information to all members of the Board of Supervisors and to the Town representatives. The background information included the County's Solid Waste Ordinances, Summary reports on the activities and recommendations from previous solid waste citizens' committees, State regulations and requirements governing solid waste management planning, and the District's 1995 Solid Waste Management Plan.

I also sent letters of invitation and announcement of the planning process to approximately 150 organizations and individuals. The invitations went to permitted solid waste collectors, solid waste management facility operators, Large Homeowners' Associations (HOAs) and residential managers, leaders of Loudoun environmental groups, and respondents to the solid waste survey of businesses that had indicated an interest in the planning process. I encouraged these parties to attend meetings of the Ad Hoc SWMP Committee and advised them that more formal public input opportunities would be available.

The Committee met eight times between September 2002 and February 2003 with advance meeting notices placed on the public calendar; each meeting was open to the public for attendance. Copies of meeting packets and presentation materials were provided to the Committee in advance. The materials were also available at each meeting and available upon request. Members of the public who were in attendance often addressed the Committee to ask questions, provide information, or make comment. Each meeting had an agenda, a meeting summary from the previous meeting, records of straw votes from the previous meeting, and staff responses to requests for information or to the Committee's direction for action. In addition to meeting discussions, the Committee also received letters from interested parties and solid waste industry representatives. Copies of all letters and responses were provided to the Committee.

The first two meetings involved staff presentations on background information. By the second meeting and in several subsequent meetings, the Committee was considering a series of issues and options and began taking straw votes on issues regarding the District's solid waste management system. The votes on issues and options occurred through the October meetings with final resolution of outstanding issues decided in November. The Committee's decisions formed a series of Findings and Recommendations that were the subject of the January public input session and that ultimately became Chapter 5 of the plan.

## **Community Comments**

The Committee responded to letters from members of the solid waste industry and initiated discussion on concerns for a lack of recycling infrastructure in the County, business interest in expanding into recycling operations, and a request to lower the tipping fees at the LCSWMF to foster competition, especially for independent solid waste collectors who do not have a facility in the County.

The Committee's findings reflect these discussions and recommend a public-private partnership to site, construct, and operate a recycling transfer station at the Loudoun County Landfill within a prescribed set of parameters. The Committee also spent considerable time on a particular company's request to lower the tipping fees at the LCSWMF to foster competition. This request

to consider relief to small independent solid waste haulers led to the Committee's request for more information. The request also provided guidance to staff that two objectives should be considered in reviewing the tipping fees – conservation of landfill capacity and a more revenue neutral operation that would cover operational and perhaps capital costs.

The County's solid waste consultant completed a preliminary study describing four scenarios, each with a goal of capturing increased waste stream percentages and on a given pricing structure. Each scenario also provided estimates of revenue that would be generated and the projected amount of landfill capacity that would be consumed. The Committee's findings include a recommendation that would adjust tipping fees at the Landfill with the dual goals of conserving capacity and revenue neutrality.

A public input session initially scheduled for December was postponed until January due to weather conditions. I sent 247 invitations to the growing list of interested parties. The list included the Board, Town Councils and Mayors, the largest HOA's and property management companies, environmental and other interest groups, individuals or groups who asked to be included on the outreach list, and solid waste industry representatives from the County's regulated solid waste community of permitted solid waste collectors and facility operators.

McCaffery Associates conducted this session using the small group networking process to allow key citizens, government and industry representatives to learn of the Plan's key elements, to react to the Committee's proposals, and to propose additions, deletions or changes to the Plan before it was finalized. Staff made brief presentations on the topics of collection, disposal, recycling, environmental protection, and policy, planning and public information, followed by a small group discussion of the Committee's recommendations for activities or policies on each respective topic.

The Committee had an additional meeting to consider the comments from the public input session. At its February 12, 2003 meeting, the Committee decided to send the Draft SWMP to the Board of Supervisors, recommending a Public Hearing and consideration by the Board of Supervisors and each member Town.

### **Major Plan Elements**

The SWMP's major elements are:

- ◆ Introduction and Goals for the Plan (Chapter 1)
- ◆ Description of the Types and Quantities of Waste Generated in the District (Chapter 2)
- ◆ Description of the District's Solid Waste Management System including collection, transportation, transfer and processing facilities, disposal facilities and analyses of the capacity of these components to sustain service; a description of roles of the Towns, the County and the private sector solid waste industry in solid waste services; recycling rates and how to sustain and improve recycling; and issues and service gaps in the District's solid waste management system (Chapter 3).
- ◆ Solid Waste Hierarchy of Waste Reduction, Reuse, Recycling, Waste-to-Energy, and Landfilling (Chapter 4)
- ◆ Committee Findings (Chapter 5)

- ◆ Objectives and Ways to Implement the Plan Objectives (Chapters 6 and 7)
- ◆ Current and Future Funding for the Solid Waste Management Plan Objectives (Chapter 8); and
- ◆ Description of public participation in the Plan's formation (Chapter 9).

### **Major Committee Findings**

#### ***Solid waste planning deficiencies:***

- Regional planning agencies (MWCOC and/or NVPA) should conduct a study of construction and demolition waste to determine the quantity generated, the waste composition, the present disposition of the waste, and the capacity of the region to manage this waste for the next 20 years.
- The District should proactively plan and prepare for waste management services in natural and manmade disasters. Debris waste management permits and a protocol for provision of services, and reciprocal support agreements with other jurisdictions are key provisions of this effort.
- The District members will routinely review the provisions of the Solid Waste Management Plan and ensure that the solid waste management system is functioning as envisioned. The District members have committed to a formal biannual process that will assess the validity of the plan's assumptions on waste generation, facility capacity and external factors, and identify any revisions to the plan that may be appropriate.

***The Committee recommends that the District's current reliance on private sector provision of solid waste collection services continue. Minimum service standards continue to be set by the Towns through contractual terms, and by the County through regulations.***

#### ***Solid Waste Management Facilities:***

- Facility capacity to process vegetative waste and construction and demolition waste is adequate to address all District needs during the 20 year planning period. No increases beyond those identified in the plan are needed or proposed.
- Facility capacity to process municipal solid waste is adequate to address the District's needs through the next 10 years. This finding will be closely monitored in the biennial review.
- The Committee recommended that the Board of Supervisors direct the County Administrator to develop and implement a plan that balances revenue neutrality with reasonable conservation of disposal capacity at the County's Solid Waste Management Facility.
- Lower tipping fees at the County facility respond to multiple private sector requests to foster competition in the collection segment of the industry.

#### ***Increase recycling and material reuse levels in the District to ensure compliance with State recycling mandates:***

- Address the most critical deficit in rural recycling opportunities by immediately funding, constructing, and operating a Recycling Dropoff Center (DOC) in the Purcellville area.
- Provide DOCs as a routine part of capital facilities planning for every regional government facility.

- Pursue a private/public partnership to construct and operate a recycling depot at the County Solid Waste Management Facility to reduce or eliminate financial barriers to effective recycling currently faced by the providers of collection services.
- Rekindle the generic Recycling benefits message of the 1970s.
- Work to establish a waste exchange program that allows reuse of materials instead of disposal.

***Environmental Protection initiatives:***

- Increase the opportunity for Loudoun residents to dispose of household hazardous waste (HHW) by increasing the number of HHW collection events.
- Increase the opportunity for Loudoun residents to dispose of waste oil, antifreeze, and other special wastes by siting, construction, and operation of special waste collection centers in the eastern and western portions of the County.
- Increase the County regulatory oversight over processing and disposal of waste dirt, and burning of solid waste.

**Implementation**

The plan calls for scheduled annual reporting to the District and biennial review by the District. The annual report from Solid Waste Management Staff will keep District members apprised of the annual status of solid waste. The routine review of the District's solid waste management system every two years creates a system of accountability to determine if the system is working as anticipated or whether emerging conditions warrant a change. This feature of this Plan helps to guarantee the plan's viability over time by establishing an alert mechanism to signal a call for action.

**Transmittal**

I am grateful to the Committee and staff who have worked so diligently in developing this plan. I am especially grateful to the individual citizens, community group representatives, and members of the solid waste industry who spent their evenings at Committee meetings, even after a long day's work.

It is a privilege to submit this Solid Waste Management Plan for your consideration. I am confident that the Plan will guide our solid waste service providers in delivering services and will serve our citizens in providing safe and effective solid waste management practices.

Respectfully Submitted,



Sally R. Kurtz, Chair  
Ad Hoc Solid Waste Management Planning Committee

Editors Note: This Executive Summary was retrieved verbatim from the Public Review Draft of the Loudoun County Solid Waste Management Plan.



March 14, 2003

Richard S. Weber, Director  
Loudoun County Solid Waste Management  
906 Trailview Blvd S.E.  
Suite B  
Leesburg, VA 20175

Dear Mr. Weber,

I have discussed the following with Mr. Charles Hartgrove from the Town of Middleburg and with Mr. Martin Kloeden from the Town of Purcellville. The three of us have served on the Solid Waste Management Planning Committee. We would request that the following amendments be made to the proposed plan.

**Chapter 5.2, Bullet 3 under Solid Waste Collection:**

- The Towns may use contracted services or determine other means of collection at their discretion.

**Chapter 7.2.2, Objective B:**

- When using contracted services to provide collection of solid waste and recycling, Towns will use contractual terms and conditions to ensure that minimum collection service levels are met in their jurisdictions.

These proposed amendments should provide the towns with flexibility deemed acceptable by our respective Councils, when considering the plan for adoption by resolution.

Again, my greatest thanks to the many County Staff and Supervisors that have worked diligently on our behalf.

Sincerely,

Kelly D. Yost  
Town Administrator

Cc: Scott K. York, Board of Supervisors, Chairman  
Sally R. Kurtz, Board of Supervisors  
Kirby Bowers, County Administrator  
John Wells, Deputy County Administrator



Date of Meeting: April 21, 2003

**#8.**

**BOARD OF SUPERVISORS  
ACTION ITEM**

**SUBJECT:** Loudoun County Solid Waste Management Planning District  
Revised Solid Waste Management Plan

**ELECTION DISTRICT:** Countywide

**CRITICAL ACTION DATE:** At the discretion of the Board

**RECOMMENDATIONS:**

**Board:** The Board conducted a Public Hearing on the draft plan, as amended by Attachment 2 on April 8, 2003, on behalf of the entire District. Six members of the public addressed the Board on the draft plan. Issues raised in those comments as well as one letter to the Board have been addressed in the body of this item. Additional BOS questions were also raised. The Board forwarded the Plan as advertised (Attachment 1) and revised by Attachment 2 to a Committee of the Whole scheduled on April 21, 2003, for discussion and action.

**Ad Hoc SWMP Committee:** The Ad Hoc Solid Waste Management Planning Committee recommends that the Board of Supervisors and the Councils of the Towns of Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg, Purcellville, and Round Hill adopt the Draft Solid Waste Management Plan as submitted. Several minor revisions have been suggested since the work of the Committee was concluded. Draft motion #1 implements the Committee and staff recommendation.

**Staff:** Staff recommends that the Board of Supervisors approve the Draft Solid Waste Management Plan as contained in Attachment 1 and revised by Attachment 2

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**BACKGROUND:**

The Virginia Solid Waste Management Planning regulations, 9 VAC 20-130-10 *et seq.*, require the Loudoun County Solid Waste Management Planning District (LCSWMPD) to submit a revised solid waste management plan to the Virginia Department of Environmental Quality by July 2004. This plan must address the solid waste management needs of the entire District for a period of 20 years. The LCSWMPD includes the Towns of Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg, Purcellville, and Round Hill, as well as the unincorporated portions of the County.

## **PUBLIC HEARING:**

The Board conducted a Public Hearing on the draft plan as revised by Attachment 2 on April 8, 2003. The public notice for this hearing ran in the *Loudoun Times-Mirror* on March 19 and March 26, 2003. The Board conducted the Public Hearing on behalf of the seven incorporated town governments, and the unincorporated areas of the County. Six members of the public addressed the Board/District on the plan.

Four speakers spoke in favor of lowering the tipping fees at the County Solid Waste Management Facility to achieve revenue neutrality and to increase competition in the collection industry. Several speakers spoke in favor of the plan recommendation to develop a recycling depot at the County SWMF through a private/public partnership.

Two speakers raised issues to the Board and several Board members requested supplemental information from staff. In addition to the speakers, the Board received written comments from Ticonderoga Farms, Inc. A transcript of the public comments from the Public Hearing is memorialized in Attachment 4.

## **ISSUES:**

### **1. Provision of Publicly Funded Collection Services in the Village of Saint Louis**

One of the speakers at the public hearing urged the Board to consider provision of publicly funded solid waste collection services to the residents of the Village of Saint Louis to address a purported health hazard. The concept of franchising and service districts was raised as a topic in the issues and options discussion before the SWMPC. The context of this discussion was how to ensure the adequate and equitable provision of collection services in rural Loudoun. The Committee decided not to pursue that option at this time.

The draft plan, as presented, recommends continued reliance on the private sector collection services. No County Government resources are currently allocated to this effort. Unless directed otherwise by the Board, no modifications to the Plan on this matter are proposed. Should the Board desire to consider this matter further, it raises significant policy and budgetary issues that could be addressed by a future amendment to the LCSWMP.

### **2. Comments from Ticonderoga Farms, Inc.**

Ticonderoga Farms, Inc. submitted written comments to the Board dated April 4, 2003. While TFI appears supportive of much of the Draft Plan, two issues were raised on the desire to have additional or broader exemptions for agriculturally based composting operations and concerns over the Plan recommendations that the County adopt provisions regulating the use and disposal of waste dirt.

### Exemptions from Solid Waste Facilities Ordinances for Agricultural-based Composting

An extensive amount of text is included in the Solid Waste Management Plan pertaining to recycling opportunities. With respect to yard waste composting, Chapter 1080 (Solid Waste Management Facilities) has an exemption from permitting requirements for small-scale composting operations (up to 500 cubic yards per year) as long as no money or other compensation is taken for accepting the yard waste and no nuisance or environmental harm is caused.

The SWMP and Chapter 1080 do not distinguish between large-scale composting at an agricultural versus a commercial site because the composting activity itself can cause serious nuisance or environmental damage regardless of the location of the composting operation. In fact, the Virginia Department of Environmental Quality required TFI to close its yard waste composting operations in 1999 for failure to comply with Virginia's surface water and solid waste regulations.

Chapter 1080 is consistent with State law as the Virginia Waste Management Act specifically grants localities the authority to regulate yard waste composting facilities. Furthermore, the permitting exemptions under State regulations require that the facility be in compliance with the standards of all local ordinances. A yard waste composting facility is exempt from State permitting requirements only if that facility conforms to all County laws.

### Concerns Raised with the Plan Recommendation to Regulate Waste Dirt

The Draft Plan recommends that the County Board of Supervisors amend Chapter 1080, the Zoning Ordinance, and other County ordinances as appropriate to restrict unauthorized dumping of waste dirt, to regulate surface piles of waste dirt, and to regulate soil processing. TFI has expressed a concern regarding the impact of this recommendation on agricultural or farm-based reuse of waste dirt.

The Committee discussed extensively the need to regulate the use of waste dirt in rural areas. Their determination was that it was appropriate in some locations of the County. However, the Committee felt strongly that the scale of operations needed to be controlled, locational criteria needed to be established, a site analysis was needed, and potential impacts needed to be resolved. These are the topical areas that would be addressed in the recommended regulation.

As is the case with other solid wastes, there is a substantial financial incentive that accrues to the acceptor of waste dirt. The generator pays to get rid of waste dirt. The proposed regulatory approach would establish a framework by which this practice could occur while ensuring that the environment and the quality of life in areas surrounding the recipient are protected. Adopting regulations does not preclude the use of waste dirt by agricultural landowners. The plan does, however, recommend some restrictions as to where, how and when dirt can be accepted.

**3. Response to Questions from Board Members**

Several Board members indicated that they had technical questions that they desired staff responses to. These questions and staff responses are included in Attachment 5.

**4. Consistency of the Draft Plan with the County's Revised General Plan**

The County Planning staff have reviewed the Draft Solid Waste Management Plan and have found it consistent with the Revised County General Plan. Their referral is included as Attachment 6.

**5. Continuing Revisions for Public Process**

Chapter 1, Chapter 9, and Appendix B of the Plan are subject to continuing revision to describe and include the components and results of the public process. Copies of Board items such as this item, and items presented to Town Councils will be added to Appendix B. Copies of Resolutions of Adoption will be included in Chapter 1. Additional text describing the steps in the process will be added to Chapter 9. Authorization to make these changes is included in Attachment 2 of this item and in the draft motion.

**FISCAL IMPACT:**

This plan is the service plan for the Office of Solid Waste Management. The fiscal impact of plan adoption and implementation was described in detail in the Public Hearing Item.

**DRAFT MOTIONS:**

1. I move that the Board of Supervisors adopt the Solid Waste Management Plan for the Loudoun County Solid Waste Management Planning District as contained in Attachment 1 and as revised by Attachment 2. I further move that the Chair be authorized to sign the Resolution of Approval (Attachment 3), and that staff be authorized and directed to submit the LCSWMP to the Virginia Department of Environmental Quality upon adoption by all District members and to follow up the Plan's approval and to make only editorial revisions necessary to insure consistency.

OR

2. I move an alternate motion.

**ATTACHMENTS:**

**Attachment 1:** Draft Solid Waste Management Plan for the Loudoun County Solid Waste Management Planning District (**Reminder to Board Members- please bring the copy of the plan provided to you for the March 17<sup>th</sup> meeting**)

- Attachment 2:** Proposed Modifications to the Public Review Draft
- Attachment 3:** Resolution of Approval
- Attachment 4:** Transcript of Public Comment at the Public Hearing
- Attachment 5:** Responses to Questions from Board Members
- Attachment 6:** Consistency with Revised County General Plan Referral, March 28, 2003

**STAFF CONTACT:** Richard S. Weber, Director, OSWM

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# **PUBLIC REVIEW DRAFT SOLID WASTE MANAGEMENT PLAN**

**FOR THE**

# **LOUDOUN COUNTY SOLID WASTE MANAGEMENT PLANNING DISTRICT**

For the County of Loudoun  
and the incorporated Towns of  
Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg,  
Purcellville, and Round Hill

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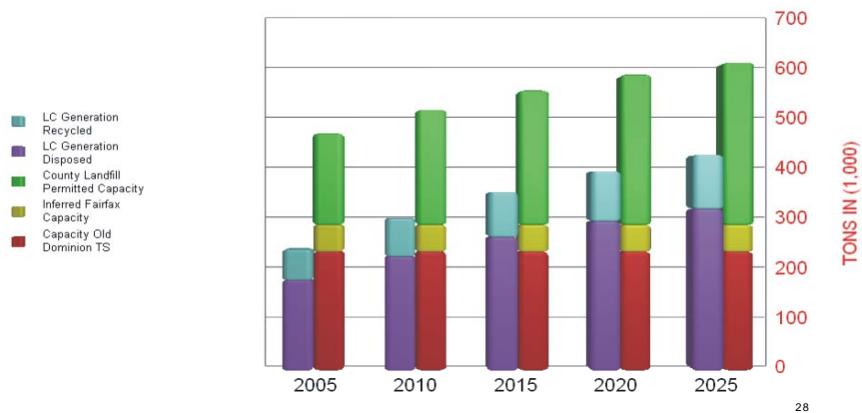
Editor's Note: Copies are of this Plan are available by calling the Office of Solid Waste Management at 703-777-0187 or by emailing [oswm@loudoun.gov](mailto:oswm@loudoun.gov). This Plan can also be accessed on Loudoun County's website at [www.loudoun.gov/oswm](http://www.loudoun.gov/oswm).

**Attachment 2. Proposed Modifications to the Public Review Draft  
Solid Waste Management Plan  
Loudoun County Solid Waste Management Planning District  
Board of Supervisors Action Item #8  
April 21, 2003**

**1. Chapter 3, Figure 3-3**

Replace the current Figure 3-3 for MSW with the following:

Loudoun County Solid Waste Management Plan  
**MSW System Capacity**

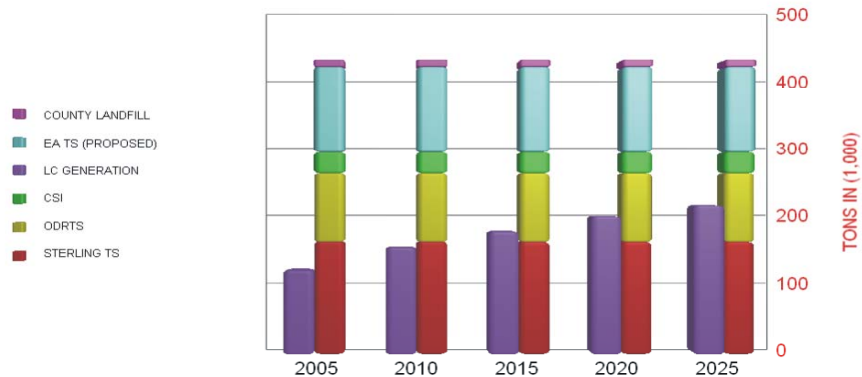


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**2. Chapter 3, Figure 3-4**

Replace the current Figure 3-4 for C & D Waste with the following:

Loudoun County Solid Waste Management Plan  
**C&D Waste System Capacity**

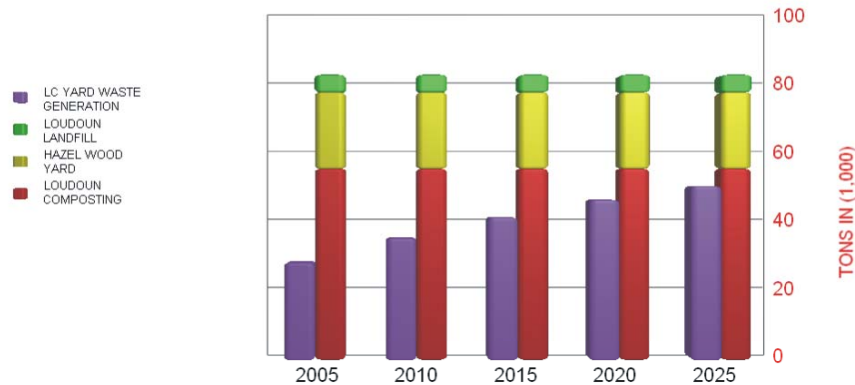


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3. **Chapter 3, Figure 3-5**

Replace the current Figure 3-5 for Vegetative Waste with the following:

Loudoun County Solid Waste Management Plan  
**Vegetative Waste System Capacity**



24

4. **Chapter 5.2 Bullet under Solid Waste Collection:**

Replace the existing bullet with The Towns may use contracted services or determine other means of collection at their discretion.

5. **Chapter 7.2.2, Objective B**

Add a sentence to the end of the existing sentence in paragraph one: The Towns may use contracted services or other means of providing for collection at their discretion. Add to the beginning of the existing sentence of paragraph four: When using contracted services to provide collection of solid waste and recycling, Towns will use contractual terms and conditions to ensure that minimum collection service levels are met in their jurisdictions.

6. **Revisions by Staff to Describe the Public Process:**

The Plan is not yet static but continues to add elements as it moves through the approval process. By approval of this attachment, governing bodies included in the District are authorizing OSWM staff to make revisions to Chapter 1, Chapter 9, and Appendix B as appropriate to describe the public process. These revisions include, but are not limited to Board items, Council items, Resolutions of Adoption, and general descriptions of the process.

7. **Authorization for Staff to Make Typographical Corrections:**

Staff is authorized to make editorial and typographical corrections to the Plan text to ensure consistency or clarity.



**Attachment 3. Resolution of Approval  
Solid Waste Management Plan  
Loudoun County Solid Waste Management Planning District  
Board of Supervisors Action Item #8  
April 21, 2003**

**A RESOLUTION: That the County of Loudoun adopt the Solid Waste Management Plan dated March 17, 2003, as revised for and by the Public Hearing conducted on April 8, 2003, for The Loudoun County Solid Waste Management Planning District (LCSWMPD).**

The Loudoun County Board of Supervisors, in a regular meeting on April 21, 2003, adopted the following:

WHEREAS, Loudoun County, the Town of Hamilton, the Town of Hillsboro, the Town of Leesburg, the Town of Lovettsville, the Town of Middleburg, the Town of Purcellville, and the Town of Round Hill are the local governments for the residents living within the boundaries of Loudoun County, and comprise the LCSWMP District and

WHEREAS, the Virginia Waste Management Board (hereinafter the State) has been authorized by State Code to promulgate and enforce such regulations as may be necessary to carry out its duties and powers and the intent of the Virginia Waste Management Act and related federal acts, and

WHEREAS, it is the policy of the State to require each city, county, and town to develop and maintain comprehensive and integrated solid waste management plans that, at a minimum, address all solid waste generated in the jurisdiction, and consider all components of the following hierarchy:

- Source Reduction
- Reuse
- Recycling
- Resource Recovery (Waste-to-Energy)
- Incineration
- Landfilling, and
- Plan Implementation, and

WHEREAS, the State has mandated that all localities sustain a recycling rate of 25%, and

WHEREAS, the State has required all local governments to update their Solid Waste Management Plans for current conditions and to address the solid waste management needs for the next 20 years, and

WHEREAS, all updated plans must be submitted to the Virginia Department of Environmental Quality by July, 1 2004,

NOW, THEREFORE BE IT RESOLVED, the Board of Supervisors does hereby authorize the Town of Leesburg to join and participate in the LCSWMPD, which currently includes the Towns of Hamilton, Hillsboro, Lovettsville, Middleburg, Purcellville, Round Hill , and the unincorporated portions of Loudoun County, with the same benefits and privileges as existing members, and requests that the other member jurisdictions likewise concur,

BE IT FURTHER RESOLVED, the Loudoun County Board of Supervisors does hereby adopt the Loudoun County Solid Waste Management Plan (presented at the April 8, 2003 Public Hearing, as revised),

BE IT FURTHER RESOLVED, the Board of Supervisors directs and authorizes the staff of the County Office of Solid Waste Management to submit the adopted Solid Waste Management Plan to the Virginia Department of Environmental Quality on behalf of the District.

Recorded Vote: \_\_\_\_\_

Moved by: \_\_\_\_\_

Seconded by: \_\_\_\_\_

Year: \_\_\_\_\_ Nays: \_\_\_\_\_ Abstain: \_\_\_\_\_

ATTEST:

\_\_\_\_\_  
**Clerk of Board**

**Attachment 4. Transcript of Public Comment at the Public Hearing  
Solid Waste Management Plan  
Loudoun County Solid Waste Management Planning District  
Board of Supervisors Action Item #8  
April 21, 2003**

This is a transcript of a portion of the Loudoun County Board of Supervisors Public Hearing held at 6:30 p.m. on Tuesday, April 8, 2003. This was item #2 on the agenda.

**Ad Hoc SWMP Committee Chair Sally Kurtz:**

[Presentation of the Draft Solid Waste Management Plan]

**Board Chairman Scott York:**

Thank you Ms. Kurtz. Sally had asked about possibly suspending the rules this evening on this, and I said no. I'm not in favor of doing that because I want to send this to the Committee of the Whole for a discussion on points. I do have several questions I would like to ask staff to respond to, not this evening, but hopefully we will be able to get some form of a response to the questions if the motion is to take it to the next Board business meeting and have a Committee of the Whole discussion. I would just briefly say that again I will reiterate my concern by lowering the tipping fees that we are just inviting a lot of folks to use the landfill, our only landfill in this County, and I think given the situation that we have the opportunity to haul our waste out of County we should keep all advantage of hauling the waste out of the County and preserve this precious resource even if what we have is the ability to use it for 50 years or so. So Rick, whatever you could do to answer these questions by the 21st would be helpful. Yes Mr. Hiatt.

**Board Member Drew Hiatt:**

When Sally last presented this I had also asked staff to respond to some questions I had, and I don't believe I've seen those yet. I might be mistaken, but I would like to ask staff to go back and respond to those by the 21st as well.

**Board Member Sally Kurtz:**

Mr. Hiatt I think if you'll look in your item were there any other questions that you had other than the ones that were answered here? [inaudible] currently constructed disposal capacity? That sort of thing. It seems to me that quite a few that are answered.

**Board Member Drew Hiatt:**

[Response not audible]

**Office of Solid Waste Management Director Richard Weber:**

Those are the questions that we understood that you had asked. If that is not what you asked then we need to try again.

**Board Member Drew Hiatt:**

Ok let me read this through. I didn't recognize these as my questions. I did ask some questions about what the tonnage would be and what the capacity would be. Let me take a look at these

and get back to you if I need more. Does it say somewhere in here that [not audible] identify them as my questions?

**OSWM Director Richard Weber:**

Those questions that are responded to on page 3 are all the responses to all the questions that we believe the Board members asked.

**Board Chairman Scott York:**

Mr. Delgaudio?

**Board Member Eugene Delgaudio:**

Mr. Chairman do we have members of the public signed up?

**Board Chairman Scott York:**

Yes we do.

**Board Member Eugene Delgaudio:**

Ok. We should hear from them before we hear your motion.

**Board Chairman Scott York:**

No it would be Ms. Kurtz's motion but yes. Correct. Any other questions of staff? All right, seeing none.

**Board Member Charles Harris:**

I had a quick question.

**Board Chairman Scott York:**

Yes Mr. Harris.

**Board Member Charles Harris:**

I was asleep at the wheel. In line with questions. I guess what I'll do is I'll write it out, but I'd like to know what our legislative authority is within the County to reduce packaging volume? Is there anything we can do as a Board to require retail sales to do prudent packaging rather than two-foot by two-foot plastic containers for a small item? Without a lot of effort? Do we have any legislative authority that we can reduce the amount of solid waste that is produced and require retailers to do reasonable things concerning packaging?

**County Attorney John Roberts:**

I would be glad to look into that. I believe there are going to be some difficulties because you are really dealing with interstate commerce if the goods are not generated here.

**Board Member Charles Harris:**

That would be good. If we could identify that it was interstate then that means then we could go to our federal representatives to do something reasonable with unreasonable packaging.

**County Attorney John Roberts:**

The only other thing I can add is that many many years ago I think that Loudoun tried to have a local bottle bill and that failed and that was a subject that came up in the General Assembly year after year, and there never was the enabling authority to do that. That's the only kind of related packaging kind of issue. I think it's going to be problematic to find local authority that can get at the way people package their goods.

**Board Member Charles Harris:**

Ok. Whatever we have authority to do I would like to know about.

**Board Chairman Scott York:**

Thank you. Our first member signed up to speak on this item is Martin Kloeden to be followed by Susan Gleba.

**SWMPC Purcellville Representative Martin Kloeden:**

Good evening ladies and gentleman, the Board of Supervisors, and everyone gathered here. My name is Martin Kloeden. That is K-L-O-E-D-E-N. I am a retired police sergeant from the Bristol Police Department. I now work as an Assistant to the Town Manager of Purcellville. I would like to preface my comments by saying thank you on behalf of the people and the Town of Purcellville both to the Board of Supervisors for your invitation to join the Waste Management Planning District. It is a colossal task that a town as small as ours would have a very great difficulty doing on its own so we appreciate the opportunity to participate.

I myself have no background in solid waste management so I have learned a lot over the course of the weeks we were working together. And it was interesting. I would specifically like to thank Supervisors Kurtz, Burton, and my personal Supervisor in Blue Ridge District, Eleanor Towe, for their tireless work on behalf of the Committee. Supervisor Kurtz was our Chairman. Chairwoman I should say, Chairperson. She acted tirelessly. She was very confident. She made the work easy, and she should be complimented for that, and I give my compliments.

I would also like to thank Mr. Rick Weber and his staff at the Office of Solid Waste Management. They worked, I put down magnificently because as I said I was a novice and had no idea what I was doing, but they made issues very clear. They clarified things I did not understand. They presented them in a way that we could understand them and make, I hope, rational decisions on them. I'd also like to thank my colleges from the various towns and other citizens that were on our Committee. Their insight was absolutely wonderful. Without the knowledge we had from our various public input sessions, what have you, I don't think the document would have been what it is today.

I would like to ask though that before the DOC station, the drop-off recycling station, is placed in western Loudoun in the Purcellville area if our Council could be notified in writing prior to that in case there are any concerns or issues they may have. I've heard that from them. I would greatly appreciate that.

I would just like to say that the Solid Waste Management Plan stands as a shining example of County-wide cooperation amongst all seven incorporated towns, quite a few interested businesses, and citizens, and not only do we meet the State mandates, but we have gone way beyond that. We've looked at the future of solid waste, which is an important issue in a County such as ours that is growing and generating waste in a much greater amount every day, and I think we have a document we can be proud of. The Town is very happy to have been a part of this process. We would like to thank the County once again and we would like to thank the Office of Solid Waste Management, specifically the three Supervisors I mentioned earlier for their invitation.

Wrapping that up, I would like to speak personally as a resident of Loudoun. I live in Philomont, Blue Ridge District. The two issues that struck me as a citizen in this plan, one is I have rural trash pick up, obviously I pay for it myself, and the large hauler I was using all the years I lived in Philomont jacked my prices up almost on a yearly basis. Finally they got to a point where they were almost flippant with me and said well you can take it or leave it, and I left it. Because I found out that there are small haulers in Loudoun that are doing an exceptional service especially to the rural residents, and they are doing it in a way that is cost effective. I actually cut my rate in half switching to a small hauler, a husband and wife team. They use our County landfill to take my trash, which I think is good because I am a Loudoun resident, and it's my landfill.

Therefore, what I am trying to get at is that these revenue neutral ideas we have in our plan should be looked at rather intensely. Not only are we talking about tax dollars that are subsidizing the operation of the landfill in a fiscal environment that is very tight, but right now if you look at the document we are going to go into the red if we are not already in the red. I believe that as a taxpayer we should try to operate in the black. But as corollary of that we're going to be helping the small hauler. We are going to be increasing competition at the smallest level of our society, and I believe the small hauler in our market is the shining example of capitalism in the market economy at work. I'd like to see the Board of Supervisors recognize that and do so by lowering the tipping fees in our County Landfill. Why do we have a landfill if we are not going to use it? We still have 80 years of capacity even with a reduced fee. That's all. I'll get off my soapbox, and once again the Town of Purcellville is proud to participate. I'd like to thank you once again, and I guess in five years we do it again? Thank you very much.

**Board Chairman Scott York:**

Thank you Martin. Can I quickly ask you what you are paying now for your trash service?

**SWMPC Purcellville Representative Martin Kloeden:**

All right. Yes sir. Chairman, I pay twenty dollars a month. I'll give you an example. I won't mention any company. I was jacked up to forty dollars a month by a large hauler. I had to haul my trash cans down to the end of the driveway, which I live a ways down. We live on a dirt road. One of the reasons I retired from the police department was due to a heart condition, so I can't lift. It is getting really difficult for my wife to haul it down there and then when they. I remember the conversation on the telephone. They were flippant with me, this big company. I mean who knows who I was talking to, probably in Nebraska. I mean I don't know where they

were. They basically said take it or leave it. I called. I was mad because they had jacked me up to forty bucks. So I left it, and I found another hauler my neighbor was using for twenty dollars, fifty percent reduction. This gentleman and his wife come up to my house and get my trash cans from. I basically slide them out ten feet, and he has never missed a day unless it is a twenty inch snow.

**Board Chairman Scott York:**

That is twenty dollars a month, and how many times do they pick up a week?

**SWMPC Purcellville Representative Martin Kloeden:**

Once a week just like my old hauler. Same frequency of pick up.

**Board Chairman Scott York:**

Ok.

**SWMPC Purcellville Representative Martin Kloeden:**

That's an option I wish we would encourage. This is mom and pop. You know just like a mom and pop grocery store and a mom and pop trash hauler. That's capitalism at work. That's the market place.

**Board Chairman Scott York:**

Very good. Thank you. I appreciate that. Our next speaker is Susan Gleba to be followed by Steve Cawthron.

**Susan Gleba:**

Good evening. My name is Susan Gleba, G-L-E-B-A. I'm with AAA Recycling and Trash Removal Services in Fairfax, Virginia. I have participated in the management plan so far. I wanted to make two comments. One, that AAA does support a public-private partnership for a recycling facility here in the County. We're currently transporting the recycling outside of the County, and we support that. Also we support a decrease in landfill tipping fees. We are taking a majority of the solid waste out of the County. It seems as though that would seem to be advantageous to the County to take a look at, and we would support that. Thank you.

**Board Chairman Scott York:**

Thank you Susan. Our next speaker is Steve Cawthron to be followed by Albert Bland.

**Steve Cawthron:**

Good evening Mr. Chairman and members of the Board. My name is Steve Cawthron, C-A-W-T-H-R-O-N. I first like to congratulate Ms. Kurtz for doing an outstanding job in leading the AdHoc Committee. She really went above and beyond the call of duty. I don't know how many hours that Ms. Kurtz put into this project, but I know it was very extensive. Also Mr. Burton and Ms. Towe and the other members, the Town representatives did an excellent job and ended up with what I believe is a very fine product for the citizens of the County.

I also need to acknowledge the diligent efforts of the Office of Solid Waste Management staff, who after working with them for nine years now on your Board's Special Exception Review Committee. I can attest to their professionalism and the firm belief in what they do for this County and the citizens. I want to thank them for that. The process, as has been mentioned already, was a very open process that developed this draft plan, a very productive one, and it was a real pleasure to see all the Towns and the County officials working together so well.

I'll skip over many of the good points of the plan because Ms. Kurtz has already mentioned those this evening, but I do want to address the question of the revenue neutral fee structure. I believe this is a rare opportunity for the Board of Supervisors, and very few programs have the opportunity to fund their own operating, capital, and debt service, and this is one of those opportunities. I would strongly support and recommend to the Board that they take advantage of this opportunity. Again it's a well thought out and comprehensive plan, and I urge the Board to adopt as it's recommended. Thank you very much.

**Board Chairman Scott York:**

Thank you Steve. Our next speaker is Albert Bland followed by Douglas Johnston.

**Albert Bland:**

Mr. Chairman and members of the Board. Albert Bland, B-L-A-N-D, from the Village of St. Louis. In 1995 we weren't offered to participate, as we are one of the incorporated villages in Loudoun County. As you know, personally yourself, when you had the feasibility study in '68, that we were considered a health hazard, and we worked like I don't know what to get the system out there. It's improved our community. Also, we have a lot of senior citizens out there that cannot afford to have the private haulers the gentleman talked about to come and get it. So most of the time I assume they burn the trash in yard and they put [inaudible] which don't burn. If this Board can find it to include this Village of St. Louis [inaudible] to pick this trash up it would be a great help to our community in stopping this health hazard thing, which we had years ago. We would really appreciate it if you would help us. Thank you very much.

**Board Chairman Scott York:**

Thank you Albert. Our next speaker is Douglas Johnston to be followed by Thomas Mason.

**Douglas Johnston:**

Thank you Mr. Chairman. My name is Douglas Johnston. I'm General Manager with Ticonderoga Farms in Chantilly, Virginia. I don't do this often, compliments to this report. It is just volumes of information. Well done. Mr. Chairman and members of the Board as you may know we submitted a response to this document on Friday, April 4th. The essence of those comments was to consider the incorporation and the value agricultural facilities in management of off-site burdens of dirt, should that become a regulated subject item.

The agricultural use of dirt from projects with overburdens has been a common practice in Virginia. The [inaudible] gardens at Ticonderoga Farms have contributed to the success of projects including the Hospital Center at Landsdowne, the County Government Center, the new Howard Hughes Medical Center, several projects at Dulles Airport, school projects here in the



County, as well as naturally various road reconstruction, to name a few. The one policy issue that is of some concern is if there becomes a classification for a waste dirt product, different from a contaminated soil product, is this going to mean that the facilities that generate essentially indigenous inert material are a waste generator and that the truck hauling it and the people handling it are now required to get licensed waste permits or is it more geared to the facility? I did not draw that distinction from this report and with that I want to thank you for the opportunity to speak.

**Board Chairman Scott York:**

Thank you Doug. We'll look into that and have an answer for you on the 21st.

**Douglas Johnston**

Very good. Thank you.

**Board Chairman Scott York:**

Thomas Mason is our concluding speaker.

**SWMPC Leesburg Representative Thomas Mason:**

Good evening Mr. Chairman and members of the Board. Thank you for the opportunity to speak tonight. I'm Tom Mason. I'm the Director of Engineering and Public Works for the Town of Leesburg, and I'm speaking as a member of the Planning Committee that was set up to help prepare this plan, which is presented in Public Hearing for you tonight. I'd first like to thank the Board members who participated, particularly Ms. Kurtz, whose leadership of this group enabled the creation of the plan that's been presented, and Mr. Burton, whose advice during this process was extremely beneficial, and Ms. Towe, who is not here tonight, but she was always there, and always had excellent suggestions in the conversation. Also thanks to the Loudoun County Solid Waste Management staff, who provided just wonderful technical information and support throughout the whole process.

Just a few points I'd like to make about the plan and express support for it in that among many things that it does is to continue the reliance on the private sector to provide solid waste collection services. It also promotes the continuation of the County ownership and operation of a multifaceted solid waste facility ensuring that all residents and businesses in the District have options for disposal of solid waste. I also support the proposal for including revenue neutrality through a revised landfill pricing structure that would require less local tax funding for solid waste management facility operations and capital construction and would foster competition among independent collectors and would continue to manage the capacity as an asset with long-term value to the District.

The plan also increases the availability of waste oil, waste antifreeze, and other special collection services in the County, and increases the number and distribution of household hazardous waste collection in the County. It also has provisions to ensure protection of the environment while increasing the regulatory oversight for the management of waste dirt and the burning of solid waste. That's all I have tonight. I would be glad to answer any questions, but I am here to

recommend that the Board consider adoption of the plan as presented and proposed by the Committee. Thank you.

**Board Chairman Scott York:**

Thank you Mr. Mason. Mr. Mason was our concluding speaker. Ms. Kurtz do you have a motion?

**Board Member Sally Kurtz:**

I move that the Board of Supervisors place the adoption of the Draft Solid Waste Management Plan as contained in Attachment 1 and revised by Attachment 2 on the agenda of the April 21, 2003, Board meeting for action.

**Board Chairman Scott York:**

All right. Discussion on the motion? I would like to. Excuse me, just let me ask I would the motion to be amended to send it to the Committee of the Whole. And again the difference is I would like to have an opportunity to work on it and it gives us more of an informal opportunity to do that.

**Board Member Sally Kurtz:**

Sir, I'll accept that as a friendly amendment.

**Board Chairman Scott York:**

Thank you. Mr. Herring?

**Board Member Mark Herring:**

I did not want to speak before the public comment came in, but I did have a question of the staff, which was whether there was any consideration given to harnessing the discharge of methane gas in the landfill and converting it to electricity. I don't need a whole lot of information now, but I have the name of someone who has information about how that might be able to be done depending on whether the volumes are now sufficient to do that. I didn't know if that was looked at all this time around.

**OSWM Director Richard Weber:**

Mr. Herring that has been looked at, and we do not have sufficient volume. In fact we can only run the landfill about half time, and then we have to let it recharge the rest of the week.

**Board Member Mark Herring:**

Ok. Thank you.

**Board Member Charles Harris:**

I have a procedural question.

**Board Chairman Scott York:**

Yes Mr. Harris.

**Board Member Charles Harris:**

Mr. Chairman is it your intent when we discuss this at a Committee of the Whole at the next business meeting, is it the intent then to take action following that?

**Board Chairman Scott York:**

Any motion coming out of the Committee as a Whole is appropriate. All right. Any other discussion? All right. Ms. Kurtz do you have any concluding words. Ok. All in favor to send this to the next business meeting to the Committee of the Whole work session signify by saying aye.

**Board Members:**

Aye.

**Board Chairman Scott York:**

Opposed? That motion will carry unanimously. Excuse me. 0-1 with Ms. Towe absent for the vote. All right.

**Attachment 5. Responses to Questions from Board Members**  
**Solid Waste Management Plan**  
**Loudoun County Solid Waste Management Planning District**  
**Board of Supervisors Action Item #8**  
**Adoption of the Solid Waste Management Plan**

The following questions have been forwarded to staff for comment. The question is in bold and the response is in regular text.

Questions from Chairman York:

- 1. The proposed reduction in the tipping fee goes against the Plan's intention of preserving the landfill because it will increase the volume.**

The Committee's recommendation is to balance the goals of revenue neutrality and conservation of disposal capacity. The level of capacity consumption does increase under the proposed reduction in the tipping fee. However, the impact of that increase is minimal in any reasonable public works/engineering strategic planning context. The planning horizon for most such projects and programs is 20 years. The State Solid Waste Planning Regulations has incorporated that planning horizon.

The estimated impact of the tipping fee reduction is to decrease the life of the facility capacity from 100 years to 65-80 years. This recommendation is still consistent with the conservation provision since the majority of MSW would still be leaving the County.

In the absence of any policy on conservation of disposal capacity, the County would likely take all MSW generated in the County, and the estimated life of the facility would be 35-39 years from present. Were the Committee's recommendation fully implemented that facility life would be extended by over 100% to 65-80 years from present. Due to changes in technology, rules, and public policy, most solid waste professionals would agree that capacity 60-100 years in the future is not a bankable asset. It is simply too far in the future to predict.

- 2. How do you intend to control the volume since the decreased tipping fee will increase volume?**

Contracts between the County and the haulers with set prices and limits on annual volumes will be used to achieve the desired volume targets. All haulers in the County will be afforded the opportunity to participate in the process. Similar mechanisms are used in other jurisdictions such as Fairfax County.

**3. At the proposed increase of 145 tons per day, is the revenue sufficient to meet the goals of the County to break even and monitor the long-term environmental issues?**

The Committee's recommendation anticipates Board direction to the County Administrator to implement a plan that balances the achievement of two goals, conservation of disposal capacity and revenue neutrality. If the County determines that the best balance of the these two goals can be achieved at the lowest authorized fee of \$47.00 per hauler ton, then sufficient revenue will be generated to cover all costs of disposal operations, construction of new disposal capacity, and closure of old disposal space. By 2016, this option would have generated \$10 M in revenues over costs that would more than offset the costs of opening the Woods Road Disposal Unit.

It is not specified which long-term environmental issues are at issue. The environmental monitoring and remediation of the old unlined landfill are not at issue. These costs are fixed since the County has to maintain and monitor the site for 30 or more years regardless of the amount of waste it accepts and the rate at which it accepts it.

**4. Would the increased volume at the landfill require additional operating, capital equipment and staff expenditures?**

Yes. There would be minor increases in equipment costs and 4 additional employees would be required. Construction of replacement capacity and closure construction project schedules would be accelerated slightly. These additional expenditures have been taken into account in the financial analysis.

**5. Would it require an increase in hours and days?**

The Committee recommendation is based on an assumption that the landfill would return to a six day per week operating schedule, but not necessarily an increase in operating hours per day. This increase in operating days has been accounted for in the cost analysis.

**6. Is it your intention to grow the landfill as it is not consistent with the Solid Waste Management Plan?**

The Committee recommendation for reduced tipping fees and revenue neutrality anticipates that the County Facility will continue as a minor player in the disposal market, and that the majority of MSW will continue to leave the County through the private transfer station for disposal in out-of-County landfills. Therefore, the Committee recommendation is not to increase the magnitude of the landfill and is consistent with the Solid Waste Management Plan. Since the Plan specifically recommends the reduction in hauler tipping fees to balance revenue neutrality and conservation of capacity, this recommendation is completely consistent with the Draft Plan as recommended by the Committee.

**7. As an option, what are the fiscal implications of mothballing the landfill as compared to continuing to operate it at its present use and planned use? Has any analysis been done?**

State Solid Waste Regulations require that closure construction commence within 180 calendar days of the last day of waste receipt. The current closure plan and construction plans anticipate a significantly different waste deposition configuration that currently exists. Therefore, any plan to close the facility early would translate into unplanned costs for plan amendments to consider closure plan revisions. Closure at this time would also waste a cell constructed and the public funds used for construction.

Replacement of the services at the landfill with a non-disposal facility and funding all first year costs of ceasing disposal operations would cost approximately \$5,650,000 in the first year. Annual operating costs to sustain replacement disposal services are estimated to be approximately \$1,900,000 over revenues. A detailed memo on this subject dated December 18, 2002, was prepared by staff for Ad Hoc Committee Chairman Kurtz. This memo has been previously distributed to the Board.

**County of Loudoun  
Department of Planning**

**MEMORANDUM**

**DATE:** March 28, 2003  
**TO:** Richard Weber, Director, Office of Solid Waste Management  
**FROM:** Julie Pastor, Director of Planning  
**SUBJECT:** Planning Department Review - Draft Solid Waste Management Plan

**RECOMMENDATION**

The March 17, 2003, Public Review Draft Solid Waste Management Plan (LCSWMP) conforms to the policies of the Revised General Plan.

**OVERVIEW**

The LCSWMP provides a detailed analysis of demand and capacity; offers clear direction in the areas of waste collection, disposal, recycling, education and monitoring; and provides an implementation program including funding for current and future needs. The Plan process included discussion within the community and stakeholders consistent with County planning practice.

The LCSWMP seeks to reduce waste creation by enhancing the County's recycling efforts through education, business partnerships and increased investment in recycling facilities and programs. This is consistent with the County's overall smart growth strategy. Waste collection and disposal remains predominantly a private sector endeavor supported by the Plan. Plan proposals seek to increase market competition and viability by reducing tipping fees at the County waste management facility. Public health and safety are supported through continued enforcement of design and operational standards at private facilities through the Zoning Ordinance and Chapter 1080 of the County Code.

**POLICY REVIEW**

The following review illustrates how the LCSWMP addresses the specific guidance provided by the Revised General Plan.

**General Plan Strategy**

4. Infrastructure

The community's infrastructure systems including water and wastewater, solid waste management, roads, energy and telecommunications must complement the land use strategy. Because the County does not completely control the provision of these vital infrastructure components, careful coordination is necessary. The Revised Countywide Transportation Plan, the Loudoun County Sewer and Water Master Plan and the Loudoun County Solid Waste Management Plan are documents which serve to reinforce and implement this strategy.

*The Public Review Draft Solid Waste Management Plan for the Loudoun County Solid Waste Management Planning District is a revision to the Solid Waste Management Plan (SWMP) adopted by the Board in 1995. The Revised General Plan acknowledges the legitimacy of the SWMP as the County's service plan. The SWMP format and focus is mandated most by State Code requirements; however, the Plan does address key issues raised by policies of the Revised General Plan.*

**Revised General Plan Chapter Two, Planning Approach**  
(Revised General Plan, Pages 2-20 to 2-21)

**C. Solid Waste Management**

The Code of Virginia and the Virginia Solid Waste Management Regulations provide statutory and regulatory authority and responsibility to units of local government for planning solid waste services. Localities are to form solid waste planning districts and adopt and implement solid waste management plans (SWMP) which are to be reviewed and revised as needed and at least every five years. The Loudoun County Solid Waste Management Planning District (LCSWMPD) is comprised of the County and all incorporated towns except Leesburg, which is its own planning district.

*With the adoption of the March 17, 2003 revised SWMP, the Town of Leesburg will be incorporated into the Loudoun Solid Waste Planning District. With this change the District will include all incorporated Towns and the County.*

Solid-waste management is an essential service for residents and businesses in the county. These services are delivered through a public/ private partnership as outlined in the Loudoun County Solid Waste Management Plan (LCSWMP). The LCSWMP was developed in collaboration with the Solid Waste Citizens' Planning Committee in 1994-1995 and adopted by the Board of Supervisors in 1995. It is the plan of record for the most recent submittal to the Virginia Department of Environmental Quality.

The LCSWMP provides a needs assessment of solid waste management service requirements in the district and addresses how the district members intend to meet those needs. It includes substantial text and tables that describe both the waste generation and waste handling capacity of the public solid waste facilities and of private sector entities that provide solid waste management services in the County. The



LCSWMP also includes a capital facilities component. As such, while not entirely in the format of a County service plan, the LCSWMP functions as one.

The Loudoun County Solid Waste Management Facility is the County's solid-waste disposal facility. The County is currently constructing a \$2.3 million expansion to meet capacity demands through 2012. The County owns and operates recycling centers at the landfill and in the communities of Arcola, Hillsboro, Lovettsville, Lucketts, Middleburg, Philomont and Sterling Park. The Town of Leesburg owns and operates 3 sites within the town limits. An additional recycling center for western Loudoun is programmed in the current capital improvements planning period.

*The Loudoun County Solid Waste Management Facility has a total capacity of 5.6 million cubic yards and can meet demands to 2021.*

### **Solid Waste Management Policies** (Revised General Plan, pages 2-21 to 2-22)

1. The County Solid Waste Management Plan will identify the type and level of service to be provided in the community.

*The LCSWMP outlines a variety of disposal and recycling programs and the capacities and targets established for each. The three main areas include the County's disposal facility, recycling and material reuse, disaster waste management and environmental protection initiatives. The Waste Management System consists of the following topics:*

- *Waste collection,*
- *Waste disposal, transfer and processing*
- *Waste diversion and recycling*
- *Public Education*

2. The County will continue to implement an integrated solid waste management strategy that places priority on reduction, reuse and recycling of solid waste above resource recovery, incineration and disposal into landfills.

*The LCSWMP speaks extensively to waste diversion and recycling. The State requires that 25% of County waste be recycled. The County provides 8 recycling dropoff centers (DOC's), offers household hazardous waste (paints, fuels, insecticides..) and special waste (refrigerant, motor oil, antifreeze..) collection. Current figures report the County recycled 28% of its waste in 2001; down from 33% in 1998. This is the first decline measured since 1991. Municipal solid waste has declined substantially and the County relies on vegetative waste to meet the mandated recycling rate.*

*Initiatives proposed in the Plan to increase reuse and recycling include:*

- *Exchange programs for paint and construction materials.*
- *Establishing a recycling DOC in Purcellville.*

- *Monthly hazardous household waste collection events.*
- *Waste oil disposal sites in populated areas.*
- *Consider a regional materials recovery facility*
- *Public education*

3. The County landfill will continue to exist to ensure that the County always has an acceptable alternative for local disposal of waste should other waste disposal alternatives fail or become ineffective.

*Only 9% of landfilled material is disposed of at the Loudoun County Solid Waste Management Facility. Constructed capacity is sufficient to meet County needs until 2014 while approved capacity, including the Woods Road Solid Waste Management Facility has sufficient capacity to meet County needs for 52 additional years.*

*The SWMP recommends maintaining the County facility as a disposal option and protection against over reliance on outside disposal providers. The Plan calls for a revenue neutral fee structure for the facility and maintaining the Phase III construction plans for longterm capacity. No expansion of the current facility is proposed but a biannual assessment of available processing and disposal capacity is recommended.*

4. The County will continue to seek private sector support for the provision of current and future Solid Waste Management Services. To this end, the County will define facilities and location and siting criteria for private facilities consistently in Section 1080 of the Codified Ordinance and the Zoning Ordinance.

*The Plan speaks to reducing tipping fees as a means of encouraging competition in the waste collection market. The reduced fees are intended to spur private collection in rural areas and improve competition in the populated areas. The Plan also sets municipal solid waste disposal capacity at 125% of the disposal demand in the County. This number was evaluated and found to be sufficient until 2010.*

*The SWMP calls for continued enforcement of Chapter 1080 of the County Code to regulate public and private waste management facilities. Chapter 1080 supplements State and Federal regulations.*

5. The County encourages the co-location of government facilities including recycling centers where feasible and they can function effectively.

*Three recycling dropoff centers are located at school sites, others are located at the Philomont Fire Station, the George Center in Lovettsville, Mercer Park and the Arcola Community Center.*

6. The County will develop a hazardous waste education program and increase residential access to the safe disposal of hazardous waste to protect groundwater resources.

*The LCSWMP calls for increased Board funding to expand the household hazardous waste program to up to 12 events each year. The Plan calls for maintaining current collection programs for special wastes and business hazardous waste (CESQG) to expand oil and other special waste collection to regional sites in eastern and western Loudoun by fiscal year 2005.*

### **Revised General Plan Chapter Three, General Public Facilities Policies**

(Revised General Plan, pages 3-7 to 3-8)

1. The Board of Supervisors' Adopted Service Plans and Levels identify the type and level of service to be provided to the community. All public facilities will be developed in observance of these Plans and Levels.
2. The County will determine the need for new public facilities and will identify suitable sites based on the Revised General Plan, appropriate area plans, land-use and growth policies. The standards and levels of service for these public facilities are as prescribed in the Board of Supervisors' Adopted Service Plans and Levels.
3. The County recognizes the importance of civic buildings as gathering places and for establishing community identity. Because of their importance to the community, the County will set a positive example in terms of design and development of these facilities.
4. All public facilities will observe the location and design criteria as outlined in the comprehensive plan.
5. The County will consider the provision of suitable new public facilities, timely site dedications, upgrading existing facilities and operational assistance in order to mitigate the service impacts of a development proposal in making its decision to approve or deny the proposal.
6. The County will continue to seek private sector support for improvements or provision of current and future public facilities and sites.
7. The County will consider development community proposals of cash and in-kind assistance for public facilities in addition to the timely provision of dedicated sites.
8. The County encourages the co-location of County facilities where they are feasible and can function effectively as multi-purpose community facilities (e.g., community meeting space, shared parking, athletic fields, and integrated design).

*The LCSWMP speaks to site location and public/private partnerships to provide facilities and collection services. Collocation of recycling centers with other County facilities has been accomplished. A new recycling center is proposed in the Purcellville area and the opportunity exists to likewise have it collocate with another public facility. The Plan addresses the timing of new or expanded facilities and programs. It includes a bi-annual examination of demand to determine when they will exceed current capacities.*

## **CONCLUSION**

Overall, the General Public Facilities Policies contained in the Revised General Plan have been addressed or can be accommodated by implementing the Solid Waste Management Plan (LCSWMP).

cc. Sarah Coyle, Division Manager of Community Planning

**MEMORANDUM**

**TO:** Loudoun County Board of Supervisors

**FROM:** Richard S. Weber, Director

**THRU:** Kirby M. Bowers, County Administrator

**DATE:** April 25, 2003

**RE:** Supplemental Documents Requested by Chairman York

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During the discussion of the Draft Solid Waste Management Plan on April 21, 2003, Chairman York requested that staff provide historical documents relating to capacity estimates, projected landfill life, and cost of closing the facility/ceasing landfill operations. Staff has searched relevant reading files and has provided copies of a number of documents from 1992-1997 in the attached 3-ring binder. They have been copied on one side only to assist Board members in their review. A list of the documents included is found at the end of this memo. All documents are in chronological order.

While all known documents pertaining to the subject have been included, there are several key documents that are most relevant to the request made. The other documents provide a context for the discussions or conditions at the time of the document preparation. The four key documents are tabbed for the convenience of Board members and are listed as follows:

Policy / Legislative Committee Info Item. (Jul. 13, 1992). Report on Options for Future Solid Waste Disposal. *(Includes a table of cost comparisons between transferring trash and landfilling in Phase III for 20 months)*

Policy / Legislative Committee Info Item. (Mar. 10, 1994). Solid Waste Task Force: Fixed Costs of the County Solid Waste Management Facility Sites.

Board of Supervisors Action Item, Public Safety/Transportation Committee Report. (June 3, 1996). Solid Waste Management Options for Loudoun County.

Staff Memo to Chairman Kurtz, Ad Hoc SWMPC. (Dec. 18, 2002). Cost of Closing the Landfill Disposal Area.

In 1990, the County's solid waste engineering consultant noted in the final Landfill Site Selection Report that Site L (which became the Woods Road Solid Waste Management Facility [WRSMF]) had at least 20 years of capacity. However, this estimate was based on an assumed total facility disposal tonnage of 3,500,000 tons and was not based on

any engineering design. In 1994, the County's solid waste engineering consultant estimated the life of the Site L capacity of 21.8 million cubic yards (mcy) to be 45 years if the facility received essentially all Municipal Solid Waste (MSW) generated in the County for disposal.

The 1995 Solid Waste Management Plan indicates that there is at least 50 years of disposal capacity available in the County facility. This number was arrived at by using the medium to high flow scenario (medium representing the waste flow from all sources other than front or top loading trash trucks). That was the waste scenario in existence at the time the plan was formed.

These documents are largely vestiges of time. The variables of population, waste generation rate, recycling rate, compaction efficiency, permitted capacity, and percentage of waste to be handled by the County facility all are in play at all times in all documents. While all information was based on the best available information at the time of preparation, the most relevant, complete, and accurate information is that contained in the December 18, 2002 memo from staff to Ad Hoc Committee Chair Kurtz which is the document in the very back of the binder.

The current permitted capacity as of December 31, 2002, is 24,105,000 cubic yards (cy). This accrues from Phase IIA/B (105,000cy), Phase III (2,200,000cy), and WRSWMF (21,800,000cy). The design capacities of Phase III and WRSWMF have not changed since permits or permit amendments were issued for the respective capacity. The Phase IIA/B capacity did increase slightly as a result of the permit amendment for Phase III. Phase III was approved in 2001 and this capacity (2.2 mcy) was not a factor in prior Board discussions.

The available (constructed) capacity as of December 31, 2002 is 450,000cy which accrues from 105,000cy (Phase IIA/B), and 345,000cy (Cell IIIA). As has been indicated to the Board in prior discussions, the current permitted capacity (24,105,000cy) would likely last the County as follows:

- Approximately 100 years or more if the County SWMF is receiving waste for disposal **at the current level** escalated for population growth; or,
- Approximately 65-80 years if the County **implemented the proposed Landfill operating policy** included in the Draft LCSWMPD Plan; or,
- Approximately 35-39 years if the County SWMF were to **receive all waste** generated for disposal in the County.

These projected life spans are consistent with prior projections contained in the attached documents when the changes in the variables previously identified are taken into account.

Staff Contact: Richard S. Weber, Director, OSWM  
03-04-387

**Attached Documents:**

1. Memo: Status of Site "L" Planning and Permitting	Mar. 3, 1992
2. Memo: Capital Improvement Projects Budget/Site "L" Funding	Mar. 5, 1992
3. BOS Action Item Amendment: Landfill Capacity - Emergency Procurement	Jun. 16, 1992
4. PLC: Landfill Issues	Jul. 13, 1992
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10. PLC: Reaffirmation of Waste Disposal Option for October 1993	Sept. 21, 1992
11. BOS Action Item #14A: PLC Report/ Reaffirmation of Waste Disposal Option for October 1993	Oct. 7, 1992
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14. PLC: Designation of Future End Uses of the First Phase of the Woods Road (Site "L" Solid Waste Mgmt Facility)	Jan. 12, 1993
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19. Ernst & Young: Solid Waste Management Financial Feasibility Study – Draft Report	Oct. 25, 1994
20. PLC Info Item #5: Landfill Capacity Update	Sept. 12, 1995
21. BOS Action Item: Solid Waste Mgmt Options for Loudoun Co.	June 3, 1996
22. Memo: Cost of Closing the Landfill Disposal Area	Dec. 18, 2002

Date of Meeting: May 5, 2003

**#5.**

**BOARD OF SUPERVISORS  
ACTION ITEM**

**SUBJECT:** Loudoun County Solid Waste Management Planning District  
Revised Solid Waste Management Plan

**ELECTION DISTRICT:** Countywide

**CRITICAL ACTION DATE:** July 2004 (Legal Deadline)  
July 2003 (Board Directed Deadline)

**RECOMMENDATIONS:**

**Board:** The Board conducted a Public Hearing on the draft plan, as amended by Attachment 2 on April 8, 2003, on behalf of the entire District. The Board discussed this matter at the regular business meeting on April 21, 2003. At that time, the only outstanding issue identified was the recommendation on the County Facility tipping fees. Chairman York requested supplemental documents for review and the Board forwarded the Plan as advertised (Attachment 1) and revised by Attachment 2 to the regular business meeting on May 5, 2003, for action. Attachment 3 is the draft resolution of approval.

**Ad Hoc SWMP Committee:** The Ad Hoc Solid Waste Management Planning Committee recommends that the Board of Supervisors and the Councils of the Towns of Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg, Purcellville, and Round Hill adopt the Draft Solid Waste Management Plan as submitted. Several minor revisions have been suggested since the work of the Committee was concluded. Draft motion #1 implements the Committee and staff recommendation.

**Staff:** Staff recommends that the Board of Supervisors approve the Draft Solid Waste Management Plan as contained in Attachment 1 and revised by Attachment 2 and authorize the Chairman to sign the resolution of approval on behalf of the Board.

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**BACKGROUND:**

The Virginia Solid Waste Management Planning regulations, 9 VAC 20-130-10 *et seq.*, require the Loudoun County Solid Waste Management Planning District (LCSWMPD) to submit a revised solid waste management plan to the Virginia Department of Environmental Quality by July 2004. This plan must address the solid waste management needs of the entire District for a period of 20 years. The LCSWMPD includes the Towns of Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg, Purcellville, and Round Hill, as well as the unincorporated portions of the County.



## ISSUES:

### 1. Response to Request for Supplemental Documents

At the discussion on April 21, Chairman York requested that staff provide supplemental documents relating to historical capacity projections and cost of discontinuing disposal operations at the County SWMF. These documents were provided to the Board on April 25, 2003 by separate memo. A copy of the transmittal memo which lists the subject documents is included as Attachment 4 (without documents).

### 2. Continuing Revisions for Public Process

Chapter 1, Chapter 9, and Appendix B of the Plan are subject to continuing revision to describe and include the components and results of the public process. Copies of Board items such as this item, and items presented to Town Councils will be added to Appendix B. Copies of Resolutions of Adoption will be included in Chapter 1. Additional text describing the steps in the process will be added to Chapter 9. Authorization to make these changes is included in Attachment 2 of this item and in the draft motion.

## FISCAL IMPACT:

This plan is the service plan for the Office of Solid Waste Management. The fiscal impact of plan adoption and implementation was described in detail in the Public Hearing Item.

## DRAFT MOTIONS:

1. I move that the Board of Supervisors adopt the Solid Waste Management Plan for the Loudoun County Solid Waste Management Planning District as contained in Attachment 1 and as revised by Attachment 2. I further move that the Chair be authorized to sign the Resolution of Approval (Attachment 3), and that staff be authorized and directed to submit the LCSWMP to the Virginia Department of Environmental Quality upon adoption by all District members and to follow up the Plan's approval and to make only editorial revisions necessary to insure consistency.

OR

2. I move an alternate motion.

## ATTACHMENTS:

**Attachment 1:** Draft Solid Waste Management Plan for the Loudoun County Solid Waste Management Planning District (**Reminder to Board Members- please bring the copy of the plan provided to you for the March 17<sup>th</sup> meeting**)

**Attachment 2:** Proposed Modifications to the Public Review Draft

**Attachment 3:** Resolution of Approval

**Attachment 4:** Memo to Board of Supervisors Transmitting Requested Documents

**STAFF CONTACT:** Richard S. Weber, Director, OSWM

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# **PUBLIC REVIEW DRAFT SOLID WASTE MANAGEMENT PLAN**

**FOR THE**

# **LOUDOUN COUNTY SOLID WASTE MANAGEMENT PLANNING DISTRICT**

For the County of Loudoun  
and the incorporated Towns of  
Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg,  
Purcellville, and Round Hill

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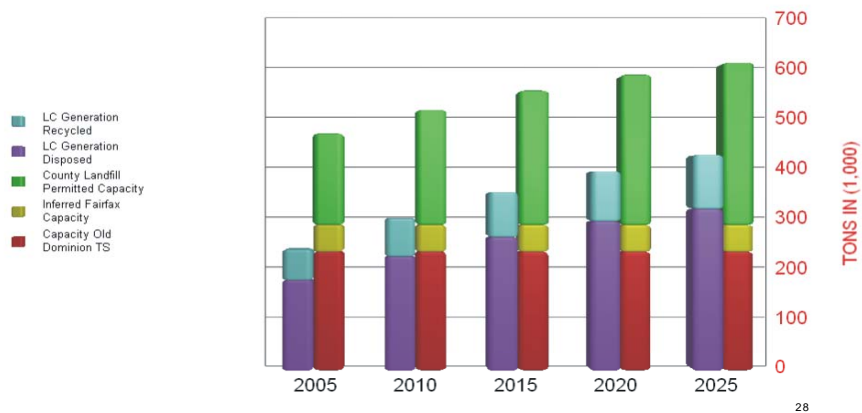
Editor's Note: Copies are of this Plan are available by calling the Office of Solid Waste Management at 703-777-0187 or by emailing [oswm@loudoun.gov](mailto:oswm@loudoun.gov). This Plan can also be accessed on Loudoun County's website at [www.loudoun.gov/oswm](http://www.loudoun.gov/oswm).

**Attachment 2. Proposed Modifications to the Public Review Draft  
Solid Waste Management Plan  
Loudoun County Solid Waste Management Planning District  
Board of Supervisors Action Item #5  
May 5, 2003**

**1. Chapter 3, Figure 3-3**

Replace the current Figure 3-3 for MSW with the following:

Loudoun County Solid Waste Management Plan  
**MSW System Capacity**

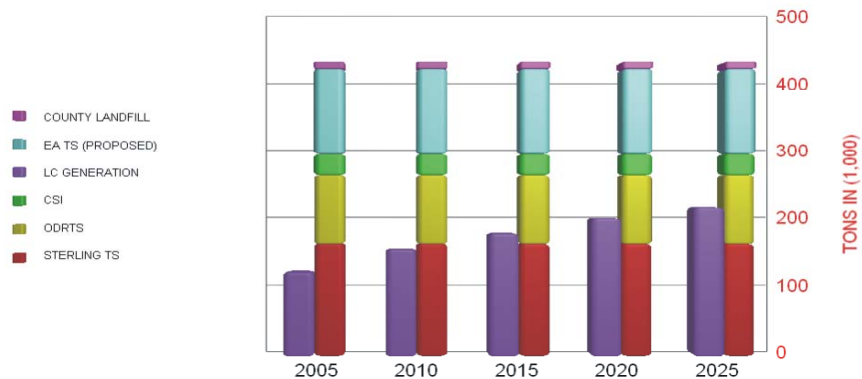


28

**2. Chapter 3, Figure 3-4**

Replace the current Figure 3-4 for C & D Waste with the following:

Loudoun County Solid Waste Management Plan  
**C&D Waste System Capacity**

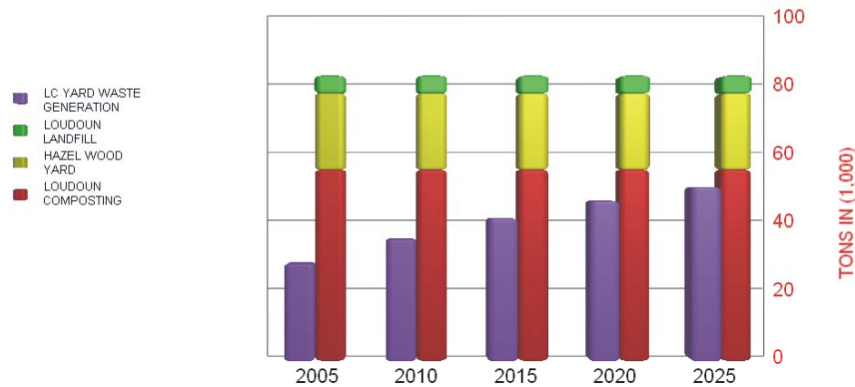


25

3. **Chapter 3, Figure 3-5**

Replace the current Figure 3-5 for Vegetative Waste with the following:

Loudoun County Solid Waste Management Plan  
**Vegetative Waste System Capacity**



24

4. **Chapter 5.2 Bullet under Solid Waste Collection:**

Replace the existing bullet with The Towns may use contracted services or determine other means of collection at their discretion.

5. **Chapter 7.2.2, Objective B**

Add a sentence to the end of the existing sentence in paragraph one: The Towns may use contracted services or other means of providing for collection at their discretion. Add to the beginning of the existing sentence of paragraph four: When using contracted services to provide collection of solid waste and recycling, Towns will use contractual terms and conditions to ensure that minimum collection service levels are met in their jurisdictions.

6. **Revisions by Staff to Describe the Public Process:**

The Plan is not yet static but continues to add elements as it moves through the approval process. By approval of this attachment, governing bodies included in the District are authorizing OSWM staff to make revisions to Chapter 1, Chapter 9, and Appendix B as appropriate to describe the public process. These revisions include, but are not limited to Board items, Council items, Resolutions of Adoption, and general descriptions of the process.

7. **Authorization for Staff to Make Typographical Corrections:**

Staff is authorized to make editorial and typographical corrections to the Plan text to ensure consistency or clarity.

**Attachment 3. Resolution of Approval  
Solid Waste Management Plan  
Loudoun County Solid Waste Management Planning District  
Board of Supervisors Action Item #5  
May 5, 2003**

**A RESOLUTION: That the County of Loudoun adopt the Solid Waste Management Plan dated March 17, 2003, as revised for and by the Public Hearing conducted on April 8, 2003, for The Loudoun County Solid Waste Management Planning District (LCSWMPD).**

The Loudoun County Board of Supervisors, in a regular meeting on May 5, 2003, adopted the following:

WHEREAS, Loudoun County, the Town of Hamilton, the Town of Hillsboro, the Town of Leesburg, the Town of Lovettsville, the Town of Middleburg, the Town of Purcellville, and the Town of Round Hill are the local governments for the residents living within the boundaries of Loudoun County, and comprise the LCSWMP District and

WHEREAS, the Virginia Waste Management Board (hereinafter the State) has been authorized by State Code to promulgate and enforce such regulations as may be necessary to carry out its duties and powers and the intent of the Virginia Waste Management Act and related federal acts, and

WHEREAS, it is the policy of the State to require each city, county, and town to develop and maintain comprehensive and integrated solid waste management plans that, at a minimum, address all solid waste generated in the jurisdiction, and consider all components of the following hierarchy:

- Source Reduction
- Reuse
- Recycling
- Resource Recovery (Waste-to-Energy)
- Incineration
- Landfilling, and
- Plan Implementation, and

WHEREAS, the State has mandated that all localities sustain a recycling rate of 25%, and

WHEREAS, the State has required all local governments to update their Solid Waste Management Plans for current conditions and to address the solid waste management needs for the next 20 years, and

WHEREAS, all updated plans must be submitted to the Virginia Department of Environmental Quality by July, 1 2004,

NOW, THEREFORE BE IT RESOLVED, the Board of Supervisors does hereby authorize the Town of Leesburg to join and participate in the LCSWMPD, which currently includes the Towns of Hamilton, Hillsboro, Lovettsville, Middleburg, Purcellville, Round Hill , and the unincorporated portions of Loudoun County, with the same benefits and privileges as existing members, and requests that the other member jurisdictions likewise concur,

BE IT FURTHER RESOLVED, the Loudoun County Board of Supervisors does hereby adopt the Loudoun County Solid Waste Management Plan (presented at the April 8, 2003 Public Hearing, as revised),

BE IT FURTHER RESOLVED, the Board of Supervisors directs and authorizes the staff of the County Office of Solid Waste Management to submit the adopted Solid Waste Management Plan to the Virginia Department of Environmental Quality on behalf of the District.

Recorded Vote: \_\_\_\_\_

Moved by: \_\_\_\_\_

Seconded by: \_\_\_\_\_

Year: \_\_\_\_\_ Nays: \_\_\_\_\_ Abstain: \_\_\_\_\_

ATTEST:

\_\_\_\_\_  
**Clerk of Board**

**Attachment 4. Staff Memo to the Board Transmitting Requested Documents**  
**Solid Waste Management Plan**  
**Loudoun County Solid Waste Management Planning District**  
**Board of Supervisors Action Item #5**  
**May 5, 2003**

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**Loudoun County**

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**Office of Solid Waste Management**

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**MEMORANDUM**

**TO:** Loudoun County Board of Supervisors

**FROM:** Richard S. Weber, Director

**THRU:** Kirby M. Bowers, County Administrator

**DATE:** April 25, 2003

**RE:** Supplemental Documents Requested by Chairman York

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During the discussion of the Draft Solid Waste Management Plan on April 21, 2003, Chairman York requested that staff provide historical documents relating to capacity estimates, projected landfill life, and cost of closing the facility/ceasing landfill operations. Staff has searched relevant reading files and has provided copies of a number of documents from 1992-1997 in the attached 3-ring binder. They have been copied on one side only to assist Board members in their review. A list of the documents included is found at the end of this memo. All documents are in chronological order.

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total facility disposal tonnage of 3,500,000 tons and was not based on any engineering design. In 1994, the County's solid waste engineering consultant estimated the life of the Site L capacity of 21.8 million cubic yards (mcy) to be 45 years if the facility received essentially all Municipal Solid Waste (MSW) generated in the County for disposal.

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- Approximately 100 years or more if the County SWMF is receiving waste for disposal **at the current level** escalated for population growth; or,
- Approximately 65-80 years if the County **implemented the proposed Landfill operating policy** included in the Draft LCSWMPD Plan; or,
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Staff Contact: Richard S. Weber, Director, OSWM

03-04-387

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22. Memo: Cost of Closing the Landfill Disposal Area	Dec. 18, 2002

**LOUDOUN COUNTY BOARD OF SUPERVISORS**  
**MINUTES FROM THE MAY 5, 2003 BUSINESS MEETING**  
(FOR AGENDA ITEM #5 ONLY)

IN RE: LOUDOUN COUNTY SOLID WASTE MANAGEMENT PLANNING DISTRICT  
REVISED SOLID WASTE MANAGEMENT PLAN

Supervisor Kurtz moved that the Board of Supervisors adopt the Solid Waste Management Plan for the Loudoun County Solid Waste Management Planning District as contained in Attachment 1 and as revised by Attachment 2. She further moved that the Chair be authorized to sign the Resolution of Approval (Attachment 3), and that staff be authorized and directed to submit the LCSWMP to the Virginia Department of Environmental Quality upon adoption by all District members and to follow up the Plan's approval and to make only editorial revisions necessary to insure consistency. Seconded by Supervisor Burton.

Supervisor Hiatt made a substitute motion that the Board of Supervisors defer the recommendation relating to tipping fees to further discuss this issue. Seconded by Supervisor Delgaudio.

Supervisor Hiatt discussed his conversation with Mr. John Lininger of JLL regarding the proposal to lower the County's tipping fee. He said that Mr. Lininger believed that this was not a good step for the County and explained how Frederick County had been negatively impacted when it lowered its tipping fee. He added that Mr. Lininger had agreed to make a presentation to the Board on this issue at no cost.

Supervisor Kurtz stated that the plan did not reduce the tipping fee, but charged the County Administrator to forward a study to maintain capacity and move toward revenue neutrality. She advised that balance should be achieved.

Chairman York explained why he would support Supervisor Hiatt's substitute motion and did not understand the need to rush on this issue.

Supervisor Hiatt explained that it would benefit the County to hear an independent view from Mr. Lininger. He referred to Supervisor Kurtz's previous comments in the March 21<sup>st</sup> Leesburg Today article.

Supervisor Hiatt's motion failed 3-6, Supervisors Hiatt, Delgaudio and York voted yes.

Supervisor Burton reminded Board members that if the population build-out would be cut in half, the landfill capacity would double.

Supervisor Kurtz corrected her previous comments. She said that it seemed there was intent to lock the County into the lowest fee and felt that this was still to be determined with the goal of more revenue neutrality.

Supervisor Harris stated the Board was interested in maintaining capacity in the landfill and not to give volume cheaply at the expense of the future of the County. He said that it was prudent to operate the landfill revenue neutral or revenue positive to help reduce the tax burden.

Supervisor Bogard expressed his support of the motion, but favored further information from Mr. Lininger. He said that he did not believe that the lowered tipping fee was the only factor that created the problem in Frederick County.

Supervisor Kurtz's motion passed 6-2-1, Supervisors Hiatt and Delgaudio voted no; Chairman York absent for the vote.

Vice Chairman Towe advised that many from the industry were involved in the discussion.



**Loudoun County, Virginia**

[www.loudoun.gov](http://www.loudoun.gov)

**County Administration**

1 Harrison Street, S.E., 5th Floor, P.O. Box 7000, Leesburg, VA 20177-7000

Telephone (703) 777-0200 • Fax (703) 777-0325

At a meeting of the Board of Supervisors of Loudoun County, Virginia, held in the County Administration Building, Board of Supervisors' Meeting Room, 1 Harrison St., S.E., Leesburg, Virginia, on Monday, May 5, 2003 at 9:00 a.m.

**PRESENT:** Scott K. York, Chairman  
Eleanore C. Towe, Vice Chairman  
William Bogard  
James G. Burton  
Eugene A. Delgaudio  
Chuck Harris  
Mark Herring  
J. Drew Hiatt  
Sally Kurtz

**IN RE: LOUDOUN COUNTY SOLID WASTE MANAGEMENT PLANNING  
DISTRICT REVISED SOLID WASTE MANAGEMENT PLAN**

Ms. Kurtz moved that the Board of Supervisors adopt the Solid Waste Management Plan for the Loudoun County Solid Waste Management Planning District as contained in Attachment 1 and as revised by Attachment 2. She further moved that the Chair be authorized to sign the Resolution of Approval (Attachment 3), and that staff be authorized and directed to submit the LCSWMP to the Virginia Department of Environmental Quality upon adoption by all District members and to follow up the Plan's approval and to make only editorial revisions necessary to insure consistency.

Seconded by Mr. Burton.

Voting on the Motion: Supervisors Bogard, Burton, Harris, Herring, Kurtz, and Towe – Yes;  
Supervisors Delgaudio and Hiatt – No; Chairman York – Absent for the Vote.

**A COPY TESTE:**

**DEPUTY CLERK FOR THE LOUDOUN  
COUNTY BOARD OF SUPERVISORS**

DCR:05-05-03 bos resolution –h-solid waste management plan

## **STAFF REPORT**

**DATE:** May 6, 2003

**TO:** Mayor and Town Council

**FROM:** Marty Kloeden, Assistant to the Town Manager

**RE:** Adoption of the Solid Waste Management Plan for Loudoun County

### **Background**

Virginia Code directs the Virginia Waste Management Board (Board) to promulgate regulations specifying requirements for local and regional solid waste management plans. The Board has adopted revised solid waste management regulations that require all cities, counties and towns to submit a complete, revised solid waste management plan in compliance with their regulations to their department by July 1, 2004.

The Town of Purcellville and the other incorporated towns in Loudoun have joined with the County to form the Loudoun County Solid Waste Management Planning District. An Ad Hoc Solid Waste Management Planning Committee was established in September 2002 and charged with the creation of a new solid waste management plan with professional assistance from the County's Office of Solid Waste Management. The Committee met on numerous occasions to advance the new plan and also held a public input session that included many area residents and waste management industry representatives.

The Loudoun County Board of Supervisors adopted the revised Solid Waste Management Plan for Loudoun County on May 5, 2003. The Town members of the Loudoun Solid Waste Management Planning District will consider adoption of the plan during the next two months. Upon adoption by the District members, the plan will be submitted to the Virginia Department of Environmental Quality for review.

### **Discussion/Analysis**

A draft of the proposed Solid Waste Management Plan dated March 17, 2003 (blue cover) has been distributed to all Town Council members for prior review (see attachment 1). As the representative from the Town of Purcellville, I acted to ensure that the future operations of our municipality in the area of solid waste management and recycling would not be constrained under the proposed plan. The staff of the County's Office of Solid Waste Management worked tirelessly to help the Committee craft a comprehensive document that addresses all statutory requirements and also the myriad of

waste management issues that confront a growing area. Attachment 2 reflects new language (underlined) that ensures that the town's solid waste collection alternatives are not constricted by the Plan. Attachment 3 is a Resolution of Approval that specifically allows the Town of Leesburg to join the Loudoun County Solid Waste Management Planning District, adopts the Loudoun County Solid Waste Management Plan (LCSWMP) and directs and authorizes the staff at the County's Office of Solid Waste Management to submit the LCSWMP to the state on behalf of the District.

#### Recommendation

Staff recommends that the Town Council approve the Loudoun County Solid Waste Management Plan for Loudoun County and further approves the updated language in attachment 2 and the further attached Resolution of Approval.

#### Motion

"I move that the Town Council adopt the Solid Waste Management Plan for the Loudoun County Solid Waste Management Planning District as contained in Attachment 1 and as revised by Attachment 2. I further move that the Mayor be authorized to sign the Resolution of Approval, and that County Office of Solid Waste Management staff be authorized and directed to submit the LCSWMP to the Virginia Department of Environmental Quality upon adoption by all District members and to follow up on the Plan's approval and to make only editorial revisions necessary to insure consistency."

#### Attachments

**Attachment 1 :** Draft Solid Waste Management Plan for the Loudoun County Solid Waste Management Planning District dated March 17, 2003 (blue cover).

**Attachment 2:** Proposed Modifications to the Public Review Draft

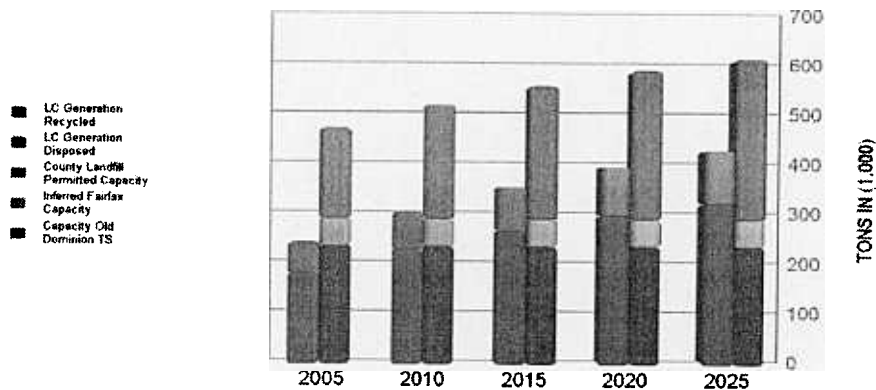
**Attachment 3:** Resolution of Approval

**Attachment 2. Proposed Modifications to the Public Review Draft  
Solid Waste Management Plan  
May 6, 2003**

**1. Chapter 3, Figure 3-3**

Replace the current Figure 3-3 for MSW with the following:

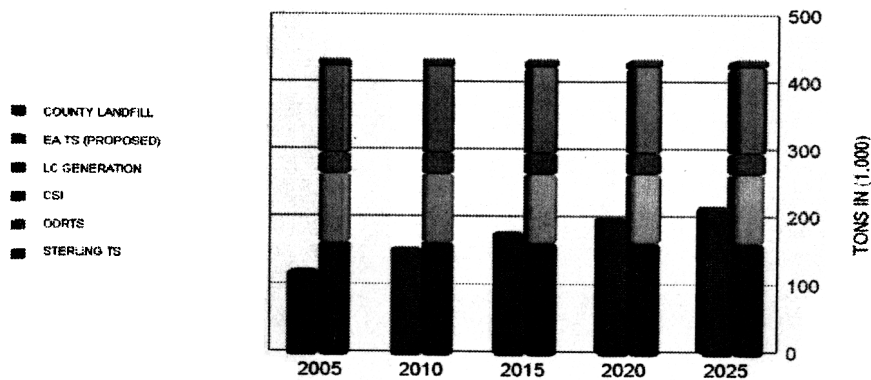
Loudoun County Solid Waste Management Plan  
**MSW System Capacity**



**2. Chapter 3, Figure 3-4**

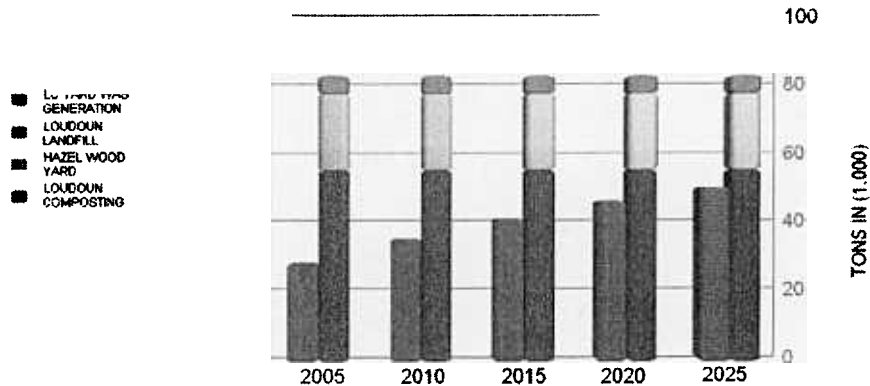
Replace the current Figure 3-4 for C & D Waste with the following:

Loudoun County Solid Waste Management Plan  
**C&D Waste System Capacity**



3. Chapter 3, Figure 3-5

Loudoun County Solid Waste Management Plan  
**Vegetative Waste System Capacity**



- Replace the current Figure 3-5 for Vegetative Waste with the following:
4. **Chapter 5.2 Bullet under Solid Waste Collection:**  
Replace the existing bullet with The Towns may use contracted services or determine other means of collection at their discretion.
  5. **Chapter 7.2.2, Objective B**  
Add a sentence to the end of the existing sentence in paragraph one: The Towns may use contracted services or other means of providing for collection at their discretion. Add to the beginning of the existing sentence of paragraph four: When using contracted services to provide collection of solid waste and recycling, Towns will use contractual terms and conditions to ensure that minimum collection service levels are met in their jurisdictions.
  6. **Revisions by Staff to Describe the Public Process:**  
The Plan is not yet static but continues to add elements as it moves through the approval process. By approval of this attachment, governing bodies included in the District are authorizing OSWM staff to make revisions to Chapter 1, Chapter 9, and Appendix B as appropriate to describe the public process. These revisions include, but are not limited to Board items, Council items, Resolutions of Adoption, and general descriptions of the process.
  7. **Authorization for Staff to Make Typographical Corrections:**  
Staff is authorized to make editorial and typographical corrections to the Plan text to ensure consistency or clarity.



**Attachment 3. Resolution of Approval  
Solid Waste Management Plan  
Loudoun County Solid Waste Management Planning District**

**A RESOLUTION: That the Council of the Town of Purcellville adopt the Solid Waste Management Plan dated March 17, 2003, as revised for and by the Public Hearing conducted on April 8, 2003, for The Loudoun County Solid Waste Management Planning District (LCSWMPD).**

The Council of the Town of Purcellville at a regular meeting on May 13, 2003, adopted the following:

WHEREAS, Loudoun County, the Town of Hamilton, the Town of Hillsboro, the Town of Leesburg, the Town of Lovettsville, the Town of Middleburg, the Town of Purcellville, and the Town of Round Hill are the local governments for the residents living within the boundaries of Loudoun County, and comprise the LCSWMP District and

WHEREAS, the Virginia Waste Management Board (hereinafter the State) has been authorized by State Code to promulgate and enforce such regulations as may be necessary to carry out its duties and powers and the intent of the Virginia Waste Management Act and related federal acts, and

WHEREAS, it is the policy of the State to require each city, county, and town to develop and maintain comprehensive and integrated solid waste management plans that, at a minimum, address all solid waste generated in the jurisdiction, and consider all components of the following hierarchy:

- Source Reduction
- Reuse
- Recycling
- Resource Recovery (Waste-to-Energy)
- Incineration
- Landfilling, and
- Plan Implementation, and

WHEREAS, the State has mandated that all localities sustain a recycling rate of 25%, and

WHEREAS, the State has required all local governments to update their Solid Waste Management Plans for current conditions and to address the solid waste management needs for the next 20 years, and

WHEREAS, all updated plans must be submitted to the Virginia Department of Environmental Quality by July, 1 2004,

NOW, THEREFORE BE IT RESOLVED, the Council of the Town of Purcellville does hereby authorize the Town of Leesburg to join and participate in the LCSWMPD, which currently includes the Towns of Hamilton, Hillsboro, Lovettsville, Middleburg, Purcellville, Round Hill , and the unincorporated portions of Loudoun County, with the same benefits and privileges as existing members, and requests that the other member jurisdictions likewise concur,

BE IT FURTHER RESOLVED, the Council of the Town of Purcellville does hereby adopt the Loudoun County Solid Waste Management Plan (presented at the April 8, 2003 Public Hearing, as revised),

BE IT FURTHER RESOLVED, the Council of the Town of Purcellville directs and authorizes the staff of the County Office of Solid Waste Management to submit the adopted Solid Waste Management Plan to the Virginia Department of Environmental Quality on behalf of the District.

Recorded Vote:

Moved by:

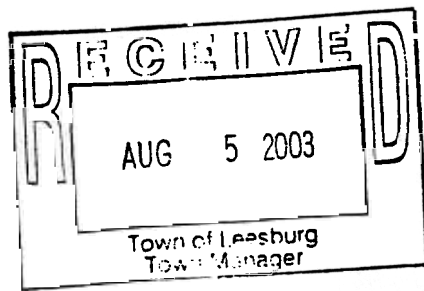
Seconded by:

Year: \_\_\_\_\_ Nays: \_\_\_\_\_ Abstain:

ATTEST:

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**Clerk of Council**



C. Maynor/Council

*The Town of Leesburg*  
INTEROFFICE MEMORANDUM  
DEPARTMENT OF ENGINEERING & PUBLIC WORKS

TO: TOWN MANAGER                      DATE: AUGUST 5, 2003

FROM: DIRECTOR OF ENGINEERING    RE: SOLID WASTE  
AND PUBLIC WORKS                      MANAGEMENT PLAN

**RECOMMENDATION:** I recommend that the Town Council confirm the town's participation in the Loudoun County Solid Waste Management Planning District and adopt the Loudoun County Solid Waste Management Plan.

**ISSUE:** A Solid Waste Management Plan has been prepared by an Ad Hoc Solid Waste Management Planning Committee for the Loudoun County Solid Waste Management Planning District (LCSWMPD). A Public Hearing was held by the Loudoun County Board of Supervisors on April 8, 2003 and the plan was adopted by the County on May 5, 2003. The Planning District includes the incorporated Towns of Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg, Purcellville and Round Hill, as well as the unincorporated portions of Loudoun County. Each member of the Planning District must adopt the Plan and authorize submission of the adopted Plan to the Virginia Department of Environmental Quality (DEQ).

**BACKGROUND:**

**Why a Plan Is Needed**

The District's current Solid Waste Management Plan was adopted in 1995 and the town's current Plan was approved in 1992. Virginia Solid Waste Management Planning Regulations require all local governing bodies to revise and adopt Solid Waste Management Plans by July 1, 2004. The Regulations require the preparation of a comprehensive plan that addresses how the District will manage all non-hazardous solid waste generated in the District for the next 20 years.

Leesburg needs to revise and update its current Plan and has joined with the County and other towns as part of the LCSWMPD. A request to join the Planning District was made and approved by the Virginia DEQ. Participation with the LCSWMPA will not limit the authority of the town to continue to operate refuse and recycling collection programs independently of the County.

On July 1, 2002, the Board of Supervisors established an Ad Hoc Solid Waste Management Planning Committee to review and revise or replace the existing Plan in accordance with State regulations and with current and projected solid waste generation data. The seven member Towns of the District joined in this effort by appointing a representative to the Ad Hoc

RE:       SOLID WASTE  
          MANAGEMENT PLAN

The Ad Hoc Committee began meeting in September 2002. The process to develop the Solid Waste Master Plan included numerous work sessions and a public information and input session. The goals for the Plan are as follows:

- To provide and maintain viable solid waste management options to assure adequate waste disposal for Loudoun County.
- To implement and maintain programs for ensuring that nonhazardous solid wastes are managed in accordance with state laws and regulations.
- To ensure that all solid wastes are managed in a manner that protects public health and the environment.
- To maintain a program for management of solid waste that is technologically, economically, and socially acceptable to the citizens of Loudoun County and to the Commonwealth of Virginia.
- To develop a system that ensures provision of adequate and affordable management of solid waste to Loudoun County residents, businesses and institutions and to address the responsible party(ies); objective milestones and deadlines; expected benefits and outcomes and; funding sources.
- To continue pursuit of alternatives to waste disposal including waste minimization and source reduction, reuse, recycling, or combinations of these technologies.
- To develop and implement a countywide program that will achieve or exceed the State's 25 percent mandatory recycling rate.
- To develop a public outreach and education program to educate citizens and businesses about issues in solid waste management and acceptable waste management practices.
- To maintain active liaison and communications with the waste management industry, and Federal, State, and local government officials concerns with solid waste.

On February 12, 2003, the Ad Hoc Solid Waste Management Planning Committee approved and recommended the revised Solid Waste Management Plan to the Board of Supervisors, and to the Councils of the member Towns for their consideration and adoption. The Executive Summary from the Loudoun County Solid Waste Management Plan is attached (Attachment A).

RE: SOLID WASTE  
MANAGEMENT PLAN

### Public Hearing

A final draft of the Plan was completed in February 2003. A Public Hearing was held by the Loudoun County Board of Supervisors on behalf of the LCSWMPD on Tuesday, April 18, 2003. A copy of the public hearing announcement is attached as Attachment B.

Major new initiatives in the plan include:

- Creating a public/private partnership to construct and operate a recycling depot at the Loudoun County Solid Waste Management Facility (Landfill) to increase recycling opportunities for collectors;
- A revised landfill pricing structure requiring less local tax funding for solid waste management facility operations and capital construction and fostering competition among independent collectors;
- Increasing the availability of waste oil and other special waste collection services and the number of household hazardous waste collection events by the county;
- Restoring a recycling drop-center to the Purcellville area; and
- Increasing regulatory oversight for management of waste dirt and the burning of solid waste.

The Board of Supervisors approved the Solid Waste Management Plan for the LCSWMPD in their business meeting on Monday, May 5, 2003. A copy of this Plan is included as Attachment D.

### Review by Environmental Advisory Commission (EAC)

The Leesburg EAC was presented the draft Solid Waste Master Plan. After review and discussion the EAC adopted a motion on June 18, 2003 recommending adoption of the Plan by the Leesburg Town Council. The motion is attached as Attachment C.

### Adoption of the Plan by Leesburg

The Town of Leesburg must adopt and submit a complete revised Solid Waste Management Plan in compliance with state regulations no later than July 1, 2004. Preparation of this plan has been accomplished by participation in the LCSWMPD and working with the County and other towns to complete a plan for the entire planning district. This Plan works well for the County and the towns. The County Solid Waste Management staff provides assistance to the towns in areas of landfill management, household hazardous waste disposal and reporting to the state DEQ. The towns will continue to operate and manage independent refuse and recycling collection and disposal contracts.

RE:       SOLID WASTE  
          MANAGEMENT PLAN

I therefore recommend that the Town Council reaffirm participation in the LCSWMPD, adopt the Solid Waste Management Plan and authorize and direct the staff of the County Office of Solid Waste Management to submit the adopted Plan to the Virginia Department of Environmental Quality on behalf of the District.

A handwritten signature in cursive script, reading "Thomas A. Mason", is positioned above a horizontal line.

Thomas A. Mason, P.E.

Attachments:

- (A) - Executive Summary Loudoun County Solid Waste Management Plan
- (B) - Loudoun County Board of Supervisors April 8, 2003 Public Hearing
- (C) - Leesburg Environmental Advisory June 18, 2003 Meeting Motion
- (D) - Public Review Draft Solid Waste Management Plan for LCSWMPD

# **ATTACHMENT A**

NOTE: The Executive Summary can be found on page iii of the Solid Waste Management Plan and is not duplicated here.

# **ATTACHMENT B**

NOTE: The Loudoun County Board of Supervisors April 8, 2003 Public Hearing can be found earlier in Appendix B and is not duplicated here.



# **ATTACHMENT C**

**Leesburg Environmental Advisory Commission**  
**June 18, 2003 Meeting**

**Agenda Item 6 – Loudoun County Solid Waste Management Plan EAC  
Recommendation**

**Motion:** The EAC recommends the Town Council adopt the Solid Waste Management Plan Dated March 17, 2003, as revised for and by the Public Hearing conducted on April 8, 2003, for The Loudoun County Solid Waste Management Planning District (LCSWMPD).

**Motion:** Commissioner Bingol  
**Second:** John Elgin  
**Carried:** 5-0-2

# **ATTACHMENT D**

**(Copies available from Department of Engineering & Public Works)**

